DOCUMENT RESUME

ED 210 466 CE 030 718

TITLE	Work-Education Councils--The Collaborative Approach. Institutional Linkages. Youth Knowledge Development Report 12.5.
INSTITUTION	Employment and Training Administration (DOL), Washington, D.C. Office of Youth Programs.
PUB DATE	May 80
NOTE	358p.; For related documents see CE 030 716-717.
AVAILABLE FROM	Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402 (Stock No. 029-014-00197-0, $8.00).
EDRS PRICE	MF01/PC15 Plus Postage.
DESCRIPTORS	Case Studies; Community Attitudes; Community Characteristics; Community Involvement; *Community Programs; *Coordination; *Educational Cooperation; Educational Environment; Educational History; Educational Needs; Educational Objectives; Educational Practices; *Education Work Relationship; Employment Programs; Evaluation Criteria; Financial Support; Job Training; Models; Needs Assessment; Program Design; Program Development; *Program Effectiveness; Program Implementation; Program Improvement; Success; Vocational Education; Youth Programs
IDENTIFIERS	Work Education Consortium Project; *Work Education Councils

ABSTRACT

Intended for use by council and staff members as well as individuals in communities that are considering forming or joining an education work council, this report discusses the nature, function, and growth and development of work education councils and examines the collaborative processes that councils engage in. The education and work council concept, the Work-Education Consortium Project, and an independent study of work education councils are described. Analyzed next is the process of council formation, including the planning of goals and activities. Various council operations evolving from or included in the process of council formation are investigated. Discussed next are some of the external forces affecting council development. Following an analysis of the collaborative process, different dimensions along which to measure success in achieving community collaboration are identified. Summarized next are a series of recommendations pertaining to integrating council activities and planning changes, the need for council members to act as institutional representatives, the role of community leadership, and the need for councils to periodically reassess their operations. (A related two-volume report on linkages between education and employment and training systems is available separately--see note.) (MN)

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YOUTH KNOWLEDGE DEVELOPMENT REPORT

INSTITUTIONAL LINKAGES
Work-Education Councils—The Collaborative Approach

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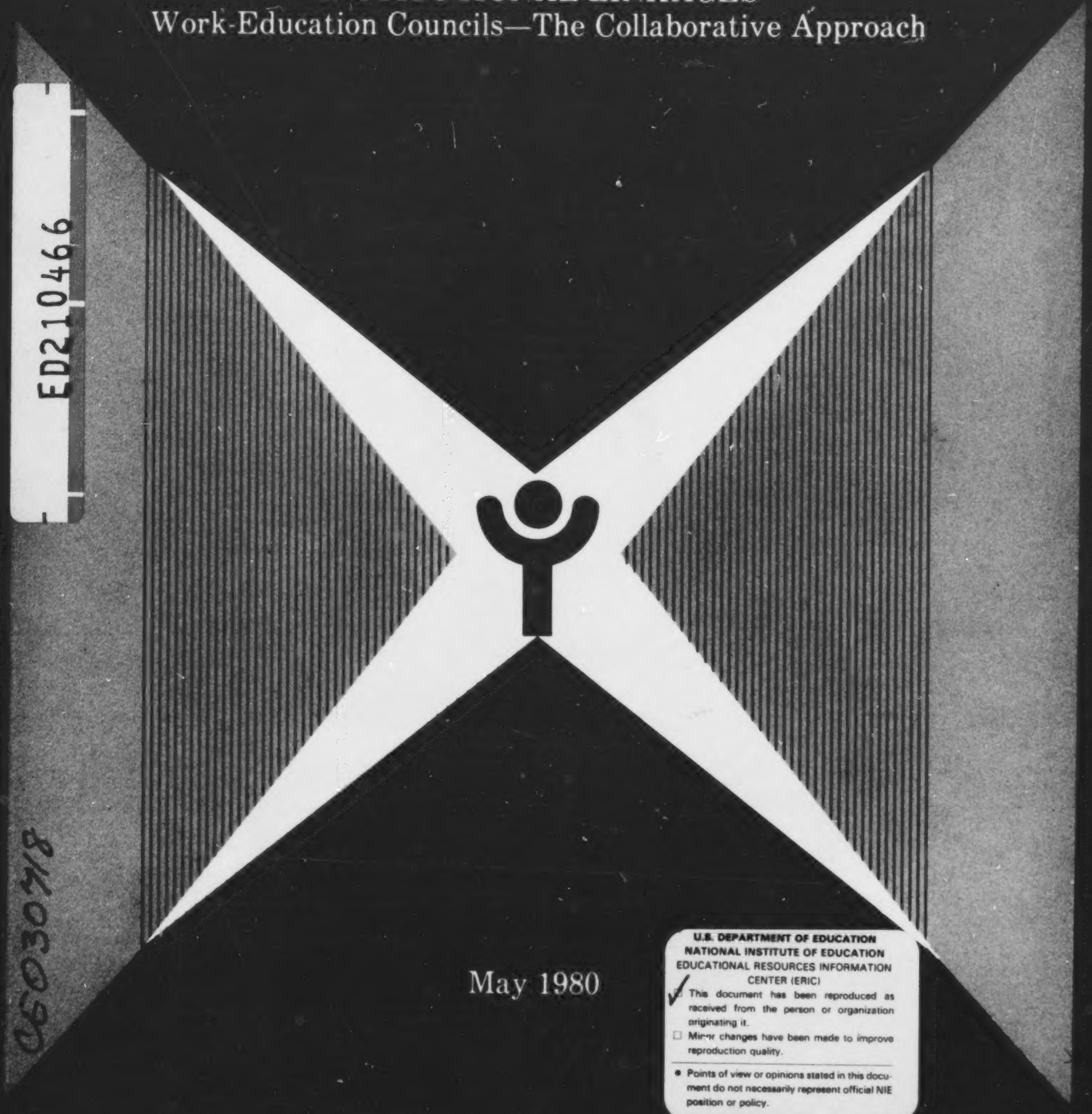

May 1980

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Office of Youth Programs

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Youth Knowledge Development Report 12.5

Work-Education Councils-
The Collaborative Approach

May 1980

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OVERVIEW

There are a range of institutions with responsibilities for facilitating the transition from school-to-work. These include school based programs of vocational, career and cooperative education, CETA youth programs in-school and out, the Federal/State Employment Service and a range of community-based organizations. In addition, business is organized in many areas under the National Alliance of Business, Chambers of Commece and under CETA Private Industry Councils. Organized labor is represented by the branches of the AFL-CIO Human Resources Development Institute as well as Local Building Trade Councils. Each of these institutions has collaborative responsibilities and mechanisms. Vocational, career and cooperative education all have advisory councils. In CETA, there is the overall planning council as well as youth planning councils. Private Industry Councils have a breadth of membership in order to serve as a forum for collaboration. The Employment Service has its own local private employer councils. The express purpose of the business and labor groups is to intermediate with other institutions. In all cases, the aims of these councils, advisory bodies and intermediaries is to help achieve broad community input and awareness as well as to promote coordination and collaboration.

While there is extreme variability in the effectiveness of these delivery institutions and their coordinative mechanisms, "balkanization" tends to be the rule rather than the exception. Most advisory groups and planning councils have limited impacts even in their direct spheres of influence, much less in achieving linkages between isolated and sometimes competing spheres. There is a perpetual search, therefore, for new coordinative mechanisms as well as constant reconfiguration of existing bodies.

The Education and Work Council is one attempt to "build a better mousetrap." Work-education councils are addressed to the broad problems of transition between education and work, but their primary focus is the youth transition. The basic aim of the councils is to achieve "collaboration" between institutions involved in the transition process locally. The means to this end is not Federal mandate and extensive Federal support, but rather local initiative with a decidedly nongovernmental focus. The notion is that the work-education council will not be limited to specific areas of concern or to a bureaucratic delivery system, nor will it be involved in "turfsmanship." Rather, it will represent all elements in the community and will be able to build a locally based agenda for collaborating among existing local institutions.

The notion of the work-education council was first exposited by former Secretary of Labor Willard Wirtz in The Boundless Resource. A set of councils were established in 1976 with seed money provided by the Department of Labor through three intermediary units in order to assure their relative autonomy--the National Manpower Institute, the American Association of Community and Junior Colleges and the National Alliance of Business. Thirty-three councils were eventually established after careful review of sites in order to determine the most fertile local conditions. Under the Youth Employment and Demonstration Projects Act, Federal support was continued on a gradually phased out basis for a second and third year of operation. A total of $5.4 million in federal funds was provided for direct and indirect support of these councils, or an average of only $165,000 per council. In other words, the Federal support does not provide for service delivery and a major activity agenda, but rather for linkage functions to promote improved activities using already available local resources.

The councils were continued under YEDPA in order to provide adequate time to find out whether they worked. The issue of their effectiveness was of particular significance with the initiation under YEDPA of local Youth Advisory Councils and of Private Industry Councils under the 1978 CETA Amendments. The youth councils represent a government mandated approach heavily dependent on prime sponsor bureaucracies. The PICs are much more independent but they also have significant delivery responsibilities under direct appropriations. Presumably, the Education and Work Councils are different than either and can fill a unique role, although the implementation experience should also provide lessons for PICs and youth councils.

Assessment of the impacts of councils on collaboration and transition problems is difficult. By design, the agenda of the councils varies from locality to locality. Collaboration is a vague concept and even more difficult to measure in varying local contexts. It is always difficult to assess what would have occurred in the absence of such institutions. Finally, the competitive selection of sites left open the question whether the experience would be the same in other locations.

With all this said, the need for better linkages is undebatable while the resources and attention devoted to linkages under various programs is substantial. It is necessary to better understand the linkage process as well as all possible options. To this end, the Office of Youth Programs initiated an early case study of the progress of Education and Work Councils. Under an interagency agreement with the National Institute of Education, OYP provided continued funding while NIE sponsored a major evaluation of the councils and their effectiveness.

This volume contains the first report of the NIE-funded assessment, the OYP funded case studies, as well as background papers commissioned by NIE which provide better understanding of education work councils and how they can be evaluated. A final report will be available from the NIE study in fall of 1980.

This volume is one of the products of the "knowledge development" effort implemented under the mandate of the Youth Employment and Demonstration Projects Act of 1977. The knowledge development effort consists of hundreds of separate research, evaluation and demonstration activities which will result in literally thousands of written products. The activities have been structured from the outset so that each is self-standing but also interrelated with a host of other activities. The framework is presented in A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act of 1977, A Knowledge Development Plan for the Youth Initiatives Fiscal 1979 and Completing the Youth Agenda: A Plan for Knowledge Development, Dissemination and Application for Fiscal 1980.

Information is available or will be coming available from these various knowledge development efforts to help resolve an almost limitless number of issues. However, policy and practical applications will usually require integration and synthesis from a wide array of products, which, in turn, depends on knowledge and availability of these products. A major shortcoming of past research, evaluation and demonstration activities has been the failure to organize and disseminate the products adequately to assure the full exploitation of the findings. The magnitude and structure of the youth knowledge development effort puts a premium on structured analysis and wide dissemination.

As part of its knowledge development mandate, therefore, the Office of Youth Programs of the Department of Labor will organize, publish and disseminate the written products of all major activities funded under YEDPA or mounted in conjunction with OYP knowledge development effots. Some of the same products may also be published and disseminated through other channels, but they will be included in the structured series of Youth Knowledge Development Reports in order to facilitate access and integration.

The Youth Knowledge Development Reports, of which this is one, are divided into twelve broad categories:

1. Knowledge Development Framework: The products in this category are concerned with the structure of knowledge development activities, the assessment methodologies which are employed, the measurement instruments and their validation, the translation of knowledge into policy, and the strategy for dissemination of findings.

2. Research on Youth Employment and Employability Development: The products in this category represent analyses of existing data, presentation of findings from new data sources, special studies of dimensions of youth labor market problems, and policy issue assessments.

3. Program Evaluations: The products in this category include impact, process and benefit-cost evaluations of youth programs including the Summer Youth Employment Program, Job Corps, the Young Adult Conservation Corps, Youth Employment and Training Programs, Youth Community Conservation and Improvement Projects, and the Targeted Jobs Tax Credit.

4. Service and Participant Mix: The evaluations and demonstrations summarized in this category concern the matching of different types of youth with different service combinations. This involves experiments with work vs. work plus remediation vs. straight remediation as treatment options. It also includes attempts to mix disadvantaged and more affluent participants, as well as youth with older workers.

5. Education and Training Approaches: The products in this category present the findings of structured experiments to test the impact and effectiveness of various education and vocational training approaches including specific education methodologies for the disadvantaged, alternative education approaches and advanced career training.

6. Pre-Employment and Transition Services: The products in this category present the findings of structured experiments to test the impact and effectiveness of school-to-work transition activities, vocational exploration, job-search assistance and other efforts to better prepare youth for labor market success.

7. Youth Work Experience: The products in this category address the organization of work activities, their output, productive roles for youth, and the impacts of various employment approaches.

8. Implementation Issues: This category includes cross-cutting analyses of the practical lessons concerning "how-to-do-it." Issues such as learning curves, replication processes and programmatic "batting averages" will be addressed under this category, as well as the comparative advantages of alternative delivery agents.

9. Design and Organizational Alternatives: The products in this category represent assessments of demonstrations of alternative program and delivery arrangements such as consolidation, year-round preparation for summer programs, the use of incentives, and multi-year tracking of individuals.

10. Special Needs Groups: The products in this category present findings on the special problems of and the programmatic adaptations needed for significant segments including minorities, young mothers, troubled youth, Indochinese refugees, and the handicapped.

11. Innovative Approaches: The products in this category present the findings of those activities designed to explore new approaches. The subjects covered include the Youth Incentive Entitlement Pilot Projects, private sector initiatives, the national youth service experiment, and energy initiatives in weatherization, low-head hydroelectric dam restoration, windpower, and the like.

12. Institutional Linkages: The products in this category include studies of institutional arrangements and linkages as well as assessments of demonstration activities to encourage such linkages with education, volunteer groups, drug abuse, and other youth serving agencies.

In each of these knowledge development categories, there will be a range of discrete demonstration, research and evaluation activities focused on different policy, program and analytical issues. In turn, each discrete knowledge development project may have a series of written products addressed to different dimensions of the issue. For instance, all experimental demonstration projects have both process and impact evaluations, frequently undertaken by different evaluation agents. Findings will be published as they become available so that there will usually be a series of reports as evidence accumulates. To organize these products, each publication is classified in one of the twelve broad knowledge development categories, described in terms of the more specific issue, activity or cluster of activities to which it is addressed, with an identifier of the product and what it represents relative to other products in the demonstrations. Hence, the multiple products under a knowledge development activity are closely interrelated and the activites in each broad cluster have significant interconnections.

These findings on Education and Work Councils supplement the materials in *Linkages Behind the Education and Employment and Training Systems, Volumes I-III*. Likewise, the problems addressed by these councils are noted in *Between Two Worlds--Youth Transition from School to Work* and *Employment and Training Programs for Youth--What Works Best for Whom?* in the "research on youth employment and employability development" category.

Robert Taggart
Administrator
Office of Youth Programs

CONTENTS

PAGE

Overview.. i

Education and Work Councils: Progress and Problems.................................. 1

An Assessment of Community Work Education Councils - Ten Case Studies.. 113

Community Councils and the Transition Between Education and Work........................ 221

Crucial Issues Pertaining to the Establishment of Community - Education Work Councils......................... 269

EDUCATION AND WORK COUNCILS:
Progress and Problems

by
Audrey Prager
Judith Goldberg
Marcia Cohen
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Prepared by:
Abt Associates Inc.
for
National Institute of Education

TABLE OF CONTENTS

1.0 INTRODUCTION.. 1

  1.1 The Education and Work Council Concept......................1

  1.2 The Work-Education Consortium Project.......................2

  1.3 The Abt Associates Study....................................5

  1.4 A Guide to this Report......................................6

2.0 COUNCIL FORMATION...9

  2.1 An Overview of the Results of Council Formation.............9

  2.2 Council Goals and Objectives...............................10

    2.2.1 Council Target Groups..................................10

    2.2.2 Types of Goals...12

    2.2.3 Goal Conflict..14

    2.2.4 The Process of Goal Development........................15

  2.3 Council Structure..17

    2.3.1 The Local Intermediary.................................17

    2.3.2 Council Membership.....................................21

    2.3.3 Council Staff..28

    2.3.4 Council Leadership and Decision-Making.................31

  2.4 Organizational Relationships...............................36

    2.4.1 Relationships Through Members..........................37

    2.4.2 Relationships with Other Organizations.................40

  2.5 Council Funding..42

    2.5.1 The Effective Use of Seed Money........................43

    2.5.2 Alternative Funding Sources............................43

3.0 COUNCIL ACTIVITIES...49

  3.1 Three Models...50

  3.2 Activities...52

    3.2.1 Research...54

    3.2.2 Public Awareness.......................................55

    3.2.3 Student Development....................................56

    3.2.4 Staff Development......................................60

    3.2.5 Administrative or Policy Concerns......................61

TABLE OF CONTENTS (continued)

3.3 Activities and Community Needs..............................62

3.4 Activities and Council Goals..............................63

3.5 Participants and Recipients..............................64

4.0 THE ROLE OF ENVIRONMENTAL FORCES..............................67

4.1 Pre-Consortium Council History..............................67

4.2 The Federal Intermediary..............................73

4.3 Type of Locality..............................76

4.4 Existence of Other Youth Transition Programs..............................77

4.5 Community Traditions and Values..............................77

4.6 Community Economic Situation..............................78

4.7 Community Politics..............................79

5.0 COLLABORATION..............................83

5.1 Definitions of Collaboration..............................83

5.1.1 Research Definitions..............................84

5.1.2 Communication of the Concept by Intermediaries..............................87

5.1.3 Familiarity With the Concept by Council Members and Staff..............................87

5.2 Implementation of the Collaborative Process by Education and Work Councils..............................89

5.2.1 Dimensions of Collaboration..............................91

5.2.2 The Breadth and Depth of Council Activities..............................94

6.0 KEY ISSUES IN THE DEVELOPMENT OF EDUCATION AND WORK COUNCILS: SUMMARY OF FINDINGS AND RECOMMENDATIONS..............................99

6.1 Council Activities Need to be Better Integrated with Planning and Implementing Specific Changes Designed to Improve Youth Transition to the Workplace......99

6.2 Members Need to Perceive and Act in Their Council Roles As Institutional Representatives as well as Individuals Rather Than as Individuals Only, if Changes in Institutions are to Occur..............................100

TABLE OF CONTENTS (continued)

6.3 The Effectiveness of Council Leadership Needs to be Recognized as a Critical Factor in Determining How Successfully a Particular Council Develops..................101

6.3.1 The Relationship of Staff to Council Members.........102

6.3.2 The Role of the Parent Organization..................103

6.3.3 Federal-Local Tension................................103

6.3.4 Developing A Sense of Mission........................105

6.4 Councils Need to Reassess All Aspects of Their Operations Periodically In Order to Determine if Goals Are Being Met............................105

6.5 Conclusion...107

APPENDIX A: DEFINITIONS OF COUNCIL ACTIVITIES FOR SECTION 3.2...109

1.0 INTRODUCTION

This report presents the findings and conclusions from the first phase of a two-phase study of education and work councils. The study, begun in July, 1978, is intended "to examine the role and effectiveness of council activities that attempt to improve the transition of youth from school to work."[1] Under investigation are a group of education and work councils funded by the Department of Labor's Office of Youth Programs in April, 1977.

The objectives of this two-phase study are:

- to present a clear picture of what councils are, how they function, and the key variables which affect their growth and development;
- to define the collaborative process that councils engage in, and explain how collaboration relates to council operations; and
- to describe how collaboration and council operations relate to institutional change, and how these three factors in turn improve youth transition, which is the long-term goal of education and work councils.

This Phase I report focuses on the first two of these objectives. It describes councils and the forces which affected them at a time when councils had been in existence for 18 months to two years. It explains what the councils accomplished and suggests some challenges facing them in their early stages of development. As such, this report is primarily intended for council staff and members, as well as individuals in communities who are considering forming or joining an education and work council.[2]

1.1 The Education and Work Council Concept

As outlined in The Boundless Resource, the book which first developed the concept, the education and work council was to be a "new institution that would take the transition from youth to adulthood, from education to work, as its particular responsibility."[3] The council was to "...(rely) essentially on local community initiatives...(and) facilitate the transition of the younger members of the community between institutionalized education and whatever is to follow it, although without commitment to the one-way order of experience this suggests."[4] Actually, the education and work council was not conceived exclusively to serve youth, although growing concern over youth unemployment caused federal officials to urge that the first demonstration of education and work councils focus on youth transition problems.

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[1] Request-for-proposal NIE-R-78-0007, p.l.

[2] A separate paper focuses on the policy issues involved in the federal funding and support of education and work councils.

Council functions were to include "both the rendering of services directly to youth and the 'brokering' of functions of established institutions--particularly schools, employing enterprises, labor unions, employment agencies, and families."[5] Council representation was to include all these institutions and target groups, in an attempt to foster "collaborative processes" at the local level. The authors of the council concept were mindful of the divergent self-interests involved, particularly as represented by the business and education sectors, but they were also confident that collaboration and institutional change could occur, given time. They prescribed a five-year period in which to allow the concept to prove itself.

1.2 The Work-Education Consortium Project

The councils that are discussed in this report are part of the Work-Education Consortium project. This project consists of 32 local education and work councils and three non-profit, private "intermediary" organizations, the National Manpower Institute (NMI), the American Association of Community and Junior Colleges (AACJC) and the National Alliance of Business (NAB).

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[3] Willard Wirtz and the National Manpower Institute, The Boundless Resource: A Prospectus for an Education /Work Policy, Part I: Youth, Chapter 4, "New Means" (Washington, D.C.: The New Republic Book Company, 1975), p.66.

[4] Ibid, p.65.

[5] Ibid, p.65.

The history of the Work-Education Consortium project dates back to President Gerald Ford's 1974 Ohio State University Commencement address on the subject of bridging the gap between the worlds of work and education. In his address, President Ford called for the establishment of a federal inter-agency task force consisting of representatives of the Departments of Labor (DOL), Commerce (DOC), and Health, Education, and Welfare (DHEW) to develop new approaches that could be taken by the federal government towards bridging the gap between education and work. Members of the federal government were also influenced by the work of the National Manpower Institute, led by a former DOL Secretary, Willard Wirtz. In August, 1975, Willard Wirtz and the staff of the National Manpower Institute published The Boundless Resource, the book which first developed the concept of a local community council to address school to work transition issues. The inter-agency task force and NMI staff then designed the Work-Education Consortium project to demonstrate the concept of local education and work councils.

As the developer of the education and work council concept, NMI was the first organization involved in the project. In March, 1976, DOL gave NMI a contract to identify communities that demonstrated some degree of collaboration between the various sectors that are responsible for or have a stake in youth's transition from school to work. NMI canvassed 300 communities, visited 50, and in April, 1977, selected 21 for participation in the Consortium project and receipt of $50,000 seed money funding. In most cases, this money went to a local nonprofit organization, a college, or a local government agency in cooperation with one of the above, for the purpose of establishing an education and work council. If an education and work council was already established and incorporated in a community, the funding went directly to the council.

AACJC entered into a contract with DOL in October, 1976. It began its selection process in December by announcing the availability of a Request for Proposal (RFP) to establish an education and work council. Copies of the RFP were sent to over 300 interested community and junior colleges represented by or affiliated with AACJC. The RFP described the education and work council concept according to the vision contained in The Boundless Resource.

Of 37 completed applications received, seven colleges were selected to receive the seed money funding.[6] The criteria for selection included the lack of effective cooperative efforts underway to establish community education and work councils or similar mechanisms, strong commitment by the college to give leadership to developing such a council with broad community participation, and other considerations such as geographical distribution, type (rural, urban, suburban, etc.) and size of institution.

The National Alliance of Business became involved at about the same time as AACJC. DOL asked NAB to reallocate some of its existing DOL funding to support the establishment of education and work councils in five cities served by NAB "metro" offices. Each of these five offices received $25,000 to sponsor an education and work council. The money went to those NAB metro offices that were felt to have the greatest level of youth transition activities already on-going. The funds were to cover the hiring of executive directors to work with existing or newly formed councils.

Thus, the Consortium project came to consist of 32 councils which were given seed money ranging from $25,000 to $50,000 per year to support a small staff and organize a local constituency including representatives of local education institutions, businesses, government, labor, community organizations, and other groups. The Consortium project is continuing at this time with NMI as the sole intermediary. Eighteen councils received $20,000-$27,500 each for a third year of operations through March, 1980. Nine additional councils received $2,000 each for continued "networking". Of the five remaining councils, some ceased to exist and some continue to operate without any Consortium funds. Many of the councils funded by the Work-Education Consortium project recently agreed to incorporate as a group, calling themselves the National Work-Education Consortium.

The project design had two notable features--local determination and local independence of any one institution. There was no federal design for councils. Their agendas were to be locally determined by their members. This feature derived from previous experience with federally designed programs, and reflected the shift, in the early 70s, to revenue sharing and local decision-making in a number of spheres of federal activity, including education and employment programming. A second feature of councils was their status as independent decision-making bodies. Unlike other local councils such as CETA planning councils or advisory councils on vocational education which advise particular institutions or programs, education and work councils were designed to operate as independent community organizations which could influence not one but many public and private institutions to improve local transition services. Education and work councils were to conduct their own activities with their own staff, and ultimately, their own financial resources.

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[6] One of these seven subsequently dropped out of the project.

1.3 The Abt Associate Study

In July, 1978, the National Institute of Education (NIE) of the Department of Health Education and Welfare, commissioned Abt Associates,Inc. to study the councils in the Work-Education Consortium project. The first step in Phase I was to assemble an advisory panel and conduct a series of interviews with key officials involved in the project, including representatives of the three intermediary organizations and of the federal interagency task force. Abt staff then selected sites for in-depth study. An interest in variety across the following four criteria guided the Phase I site selection process: service area (rural, small city, large city, other); existence of other youth transition programs in the area; history of council in the community; and federal intermediary sponsor of council (National Manpower Institute, American Association of Community and Junior Colleges or National Alliance of Business). A fifth criterion, the type of council approach, was also considered, such that some of the selected councils sought collaboration primarily through the sponsorship of activities and others sought collaboration primarily by acting as facilitators. After review of written reports and consultation with council and intermediary representatives, 12 sites were chosen for study.

The Phase I field investigation began in December, 1978, but most of the councils were visited in March and April, 1979. An average of 20 interviews were conducted with council staff and a majority of council members, both active and less active, at each site. Council meetings were also observed during these visits. Figure 1-1 lists the 12 councils which were selected and gives a capsule description of each.[7]

1.4 A Guide to this Report

The succeeding chapters of this report describe the early development of education and work councils and the factors that have affected council development. Chapter 2 analyzes the process of council formation, including the planning of goals and activities. Chapter 3 investigates the council operations or activities that have flowed from the process of council formation, and in some cases, been part of it. Chapter 4 describes some of the external forces that have affected council development so far, and which are likely to have greater effect as councils become accepted community institutions. Chapter 5 analyzes the progress of the collaborative process and begins to identify different dimensions along which to measure success in achieving community collaboration. Recommendations are noted where applicable although the major themes and recommendations are summarized in Chapter 6.0.

It should be emphasized that the information collected on councils and discussed in this report represents a "snapshot" of a constantly evolving set of phenomena, taken at a time when councils had been operating for between 18 months and two years. Future reports will document the case histories of four education and work councils, and investigate the role of local councils (not limited to local education and work councils) in the provision of local youth transition services.

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[7] Lengthier descriptions of these councils are not provided here, because it is assumed that the reader is familiar with the concept and operations of education and work councils. Readers desiring more information about the activities of these councils should contact the National Manpower Institute.

FIGURE 1-1

CAPSULE DESCRIPTIONS OF THE TWELVE COUNCILS IN THE ABT ASSOCIATES STUDY

1. Worcester, Mass.: Organized by business and education leaders in 1974, the Worcester Career Education Consortium received NMI funding in addition to local, state and federal grants. Its major activity has been the operation of a clearinghouse of field experience opportunities for high school students.

2. Jamestown, N.Y.: Existing since 1972, the Jamestown Area Labor Management Committee was funded by NMI in an attempt to learn whether an existing council, with goals to train and educate adult workers, could also be an education and work council and include youth transition from school to work as a goal.

3. Philadelphia, Pa.: Since its separation from the Advisory Council on Career Education of which it was originally a sub-committee, the Education to Work Council of Philadelphia has focused on working with program operators and agency administrators rather than youth themselves. The council has facilitated the acquisition of program grants by a number of community agencies.

4. Livonia, Mich.: The local public schools and Chamber of Commerce formed the Work/Education Council of Southeastern Michigan, Inc. in 1974. It has adopted a brokering mode of operation, and recently expanded its service area from Livonia to all of Wayne County in an attempt to become eligible for CETA funds.

5. Lexington, Ky.: The Lexington Education Work Council was formed under the impetus of the Work-Education Consortium. Formerly under the chairmanship of the Mayor of Lexington, the council has operated a job referral center for youth. The council has sought public awareness of youth transition issues by sending out a regular newsletter to a large local mailing list.

6. Puget Sound, Wash.: An advisory group to Private Sector Initiatives, Inc., a non-profit business-based organization concerned with adult unemployment, the Puget Sound Work Education Council has served as a brokering agent for youth transition programs. It helped initiate a replication of a successful youth employment center and it cosponsored workshops for guidance counselors under two different programs.

7. Mesa, Ariz.: The Mesa Work-Education Committee, also known as Project Transition, is part of the Mesa Community Council, a non-profit agency which oversees and evaluates community programs. The committee has tried to build upon other efforts of this affluent, civic-minded community, such as the school system's comprehensive career education program, by improving community awareness of youth transition problems.

FIGURE 1-1 (Continued)

CAPSULE DESCRIPTIONS OF THE TWELVE COUNCILS IN THE ABT ASSOCIATES STUDY

8. Sioux Falls, S.D.: CENCOAD, Inc., a college-affiliated community development agency, is the fiscal agent for the Sioux Falls Area Community Education-Work Council. The council has been concerned chiefly with the lack of transition activities and opportunities for part-time work in the small farming communities outside the city.

9. Bayamon, Puerto Rico: Operating in a political environment that is constantly changing and highly centralized, and in a cultural environment that favors higher education for all Puerto Rican youngsters, the Consejo de Educacion y Trabajo de la Comunidad has attempted to gain broad community participation in addressing problems related to the availability of career information and the relevance of post-secondary education to Puerto Rico's future job needs.

10. St. Albans, Vt.: Established under the auspices of the Community College of Vermont, the Community Education-Work Council of Northwestern Vermont has become an independent organization. In a rural, economically depressed area, the council has focused its concerns on local economic development.

11. Santa Barbara, Calif.: The Santa Barbara Community Career Development Council is a small group of chief executive officers of business and education which has adopted a number of successful strategies for improving career education in schools. The council helped the county schools obtain a $260,000 grant from Youthwork, Inc. to give high school students career counseling and on-the-job training in local industry.

12. Bridgeport, Conn.: Originally funded under the Business Education Liaison (BEL) program of NAB, the Bridgeport Work Council has received CETA support to continue sponsoring seven programs, each of which was developed by either NAB or the Bridgeport Chamber of Commerce. The programs are aimed at educators and inner-city disadvantaged youth.

2.0 COUNCIL FORMATION

The purpose of this chapter is to explain how education and work councils are formed and to describe the challenges that face councils in this first stage of development. This chapter describes four key elements of the formative process: the development of goals and objectives; the development of council structure (the staff, the members, the leadership, the procedures for meeting and making decisions, and the relationship with the parent organization); the development of organizational relationships; and the generation of alternative funding sources.

2.1 An Overview of the Results of Council Formation

The results of council formation vary across councils. Goal statements most consistently focus on youth. Local education and work councils employ one to three staff persons, although councils sponsored by local parent organizations and councils that existed prior to the Consortium project may have larger staffs. The executive director is the key staff person, and he or she usually has a background in the educational sector. Council membership includes representation from education, business, labor and government. Education and business members are most active, although labor and community organizations are active on a few councils which represent these sectors in greater numbers. The chairperson typically comes from business. Occasionally, he or she is a prominent public official. Members meet at least quarterly and usually monthly, and most councils have executive committees and task groups that meet more frequently than the whole council. Decision-making styles include both centralized and decentralized models, although the conditions contributing to each vary from council to council. Voting is usually conducted openly and informally, by consensus.

The challenges of council formation also vary across councils, but some patterns are noticeable. Establishing goals and objectives is difficult and time-consuming and sometimes frustrates the business representatives of councils who are eager to get on with specific activities. Councils have difficulty maintaining the representation of youth, and parents and representatives of labor are infrequently active in either the formation or operations of education and work councils. Moreover, most councils have faced some opposition from existing community programs and institutions, although councils' success in generating additional funding has helped to give them more time to establish themselves as community institutions.

The major processes and structural features of council formation are discussed in this chapter. To illustrate our findings and our discussion of the challenges facing councils in this stage of development, examples are taken from the experiences of the 12 councils visited as part of the first phase of this study.

2.2 Council Goals and Objectives

With the exception of the Jamestown Council which serves working adults, the Consortium councils' goals reflect the premise that they exist to improve youth transition. The target geographical areas are specified in terms of natural boundaries--a city, a group of counties or a metropolitan area. Councils have not developed measurable objectives; rather, their goal statements discuss process and areas of activity. A summary of the goals and population target groups listed in council goal statements[1] is presented in Figure 2-1.

2.2.1 Council Target Groups

Target groups fall into four categories: youth, adults, youth and adults, or youth service agencies. Councils that specify youth as a primary target often do not clearly identify their target beyond that, although it is apparent from speaking to council staff and members that their main concern is with high school youth. Implicit in most councils' focus on youth is the provision of service to those who work with youth, primarily teachers and guidance counselors and some youth service agencies. Business is generally not accorded the same status as a "youth-serving" group.

Only one site specified inner-city disadvantaged youth as a target group. Bridgeport's high school population is 60% minority; thus

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[1] Where explicit, updated goal statements were not available, we derived this information from discussions with staff and membership.

FIGURE 2-1

COUNCIL GOALS AND TARGET GROUPS

COUNCIL	TARGET GROUP	GOALS
NAB		
Santa Barbara	Youth (15+)	1) To orient secondary school students to the world of work 2) To put together a comprehensive listing of and description of career education and occupational training opportunities 3) To insure that youth, 15 years and over, receive the basic academic training necessary to participate successfully in an occupation 4) To make it possible for all high school students to explore at least one job in an occupational cluster of their choice while still in school
Bridgeport	Innercity disadvantaged youth and educators	1) To solve the problem of youth unemployment by providing students with career counseling and information, summer job experience, and relevant job skills 2) To educate guidance counselors, principals and teachers as to careers in the area
AACJC		
Bayamon	Youth and youth counselors	1) To improve occupational counseling in schools 2) To determine the employment requirements in the banking and retail sectors 3) To establish employment requirements in the banking and retail sectors and the schools 4) To provide youth with better information about world of work
St. Albans	Youth and community-at-large	1) To develop collaboration in the community and facilitate communication among various sectors 2) To access sources of funding which can benefit Franklin County
NMI		
Livonia	Youth and adults	1) To develop, support and coordinate programs to facilitate youth transition 2) To develop and coordinate community resources to maintain and improve career education opportunities for youth and adults 3) To assist in evaluations of vocational and career education programs
Philadelphia	Community and government organizations that serve youth	1) To encourage collaboration among sectors in the dissemination of information on jobs, careers and work opportunities for youth 2) To assist youth employment agencies to secure funding and improve program offerings 3) To identify barriers to transition and seek to reduce them 4) To examine and support innovative projects 5) To provide information exchange for youth employment agencies
Puget Sound	Youth	1) To expose counselors and teachers to the business and industry world 2) To increase youth's understanding of the world of work and how the local economy works 3) To integrate work and service experience with education 4) To build collaborative networks among diverse community sectors
Worcester	High school students	1) To recommend and coordinate the implementation of programs to help students in transition 2) To provide awareness of career opportunities to all students 3) To improve career guidance 4) To develop curricula 5) To provide collaborative use of school facilities 6) To identify and incorporate the successes of collaboration in other cities 7) To promote an educational master planning effort 8) To identify and apply for related private grants
Sioux Falls	Students	1) To be a catalyst for program design and policy recommendations, involving both program facilitation and policy analysis
Lexington	Youth	1) To identify methods of overcoming barriers to youth transition 2) To develop projects and activities related to youth transition 3) To cultivate and develop existing resources and activities 4) To establish a youth policy 5) To address issues related to the interactions of education and work for all individuals
Mesa	Youth (16+)	1) To act as a catalyst in coordinating resources for youth in order to facilitate utilization of services by youth in transition 2) To involve the community in planning and implementing transition programs 3) To involve youth in identifying issues and developing solutions to transition problems 4) To increase youth awareness of transition problems 5) To act as an open forum for youth service agencies 6) To facilitate channels of communication and collaborative efforts
Jamestown	In-plant workers	1) To form labor-management councils in industrial plants 2) To develop adult skills training programs

disadvantaged youth are a particularly appropriate choice of target group for this council. Moreover, specification of service to a disadvantaged subgroup of youth caused dissension in some councils. For example, some business representatives of the Mesa council sought to have it focus on finding jobs for drop-outs from Mesa's high schools and college drop-outs who returned to Mesa looking for work. The council's educators did not see this job-finding role as appropriate to the "process" orientation advocated by NMI or to their professional concerns for all youth. As a result, the council never clearly identified drop-outs as a target group.

One council includes both youth and adults as its target groups. Livonia has coordinated community career education resources for both these groups. The Puget Sound council is beginning to move in this direction. The Philadelphia council serves primarily the community organizations and government agencies that serve youth, a focus which seems appropriate in view of this large city's complex delivery system. Jamestown is the only council that focuses specifically on adults. The Jamestown council predates the Work-Education Consortium project, and it simply continued with its previous goals of adult training, adding only the development of inplant training programs to its agenda.

2.2.2 Types of Goals

The goals of the Consortium councils can be summarized according to the types of issues mentioned in their goal statements. Figure 2-2 summarizes these issues. Excluded from this summary are goals that were mentioned only once, such as Livonia's objective to evaluate vocational and career education programs and St. Albans' concern with establishing linkages with economic development organizations.

Six councils, five of which are NMI-sponsored, list collaboration as one of their goals. Eight councils list facilitation among their goals, perhaps a reflection of a broadly-shared understanding of their role as catalytic agents. Frequently included in goal statements is a reference to improving career education by exposing students and counselors to the world of work. This type of reference appears among the goals of seven

FIGURE 2-2

ISSUES MENTIONED IN COUNCIL GOAL STATEMENTS

COUNCIL	COLLABORATION	FACILITATION	INFORMATION CLEARINGHOUSE	POLICY DEVELOPMENT	WORLD OF WORK TRAINING	CURRICULUM DEVELOPMENT	COMMUNITY AWARENESS	NEEDS IDENT-IFICATION	JOB PROVISION
NAB									
Santa Barbara		X	X		X				X
Bridgeport					X				X
AACJC									
Bayamon		X			X		X	X	
St. Albans	X	X							
NMI									
Livonia	X	X			X				
Philadelphia	X		X				X	X	
Puget Sound	X				X				
Worcester	X	X			X	X	X		
Sioux Falls		X		X					
Lexington		X		X			X	X	
Mesa	X	X	X				X	X	
Jamestown					X	X			

councils. Community awareness, needs identification and information clearinghouse are the next most frequently cited goals or activity areas. Only two councils mention a policy role. Institutional change is not an explicit goal of councils, although it is implicit in the activities of one or two councils.

Councils' choice of goals reflects the influence of their intermediaries, particularly for NMI and NAB-sponsored councils. The Boundless Resource and NMI staff focused on a "process" orientation--"collaboration"-- and suggested that councils conduct activities like needs identification, information exchange and community awareness, all of which are mentioned most frequently by NMI-sponsored councils. On the other hand, a "project" orientation is adopted by NAB-sponsored councils. The provision of jobs or work experience is an explicit goal of the councils sponsored by NAB, an organization which has as its main activity job placement in the private sector.

2.2.3 Goal Conflict

The lack of goal specificity, the focus of attention on relatively non-controversial goals such as the provision of youth and youth-server exposure to the world of work, and the lack of any explicit reference to the goal of institutional change may suggest that goal development was not easy for most councils.

Virtually all of the councils experienced some degree of goal conflict as part of the goal evolution process. In some councils, goal conflict did not surface overtly. In the others, goal conflict did surface and was either successfully or unsuccessfully handled. The principal indicator of unresolved conflict was turnover among previously active council members and sometimes among staff. Where conflict was unsuccessfully handled, the principal short-term outcome was to delay the council's natural evolutionary process. Successful goal conflict resolution seemed to require leadership capable of this difficult task.

Goal conflict occurred for a variety of reasons, but most critical were the legitimate differences in perception of community needs and the lack of equal involvement on the part of all council members in the process of goal determination. The goal conflict that occurred on the Philadelphia Work Education council reflects the fact that each member perceives community needs from a different vantage point. As a representative of an organization, each of these individuals must advocate and rally support for his or her organization and its approach to the youth transition problem. The positive aspect of the conflict here is that it is out in the open and all members are aware of it.

Lack of equal member involvement in goal determination may also lead to goal conflict. The lack of uniform involvement of council members may reflect staff dominance in the goal-setting process, the dominance of one particular sector, or the dominance of the council's parent body or historical affiliate. As in the case of the Lexington council, goal conflict may also reflect the natural growth of council membership. When new members are admitted to the council, a certain degree of goal conflict and redefinition of goals may be necessary.

2.2.4 The Process of Goal Development

The councils can be characterized by three modes of goal development:

- Adaptation or use of goals inherited from a parent body;
- Goals developed early, independent of a parent body and remaining relatively unchanged; and
- Goals still being developed.

Most councils that existed before the Work-Education Consortium or broke off from a larger parent body inherited their goals from these earlier organizations. The Puget Sound council is an advisory arm of Private Sector Initiatives, Inc. (PSI). The council accepted PSI goals, including its decision to broaden the service area of the council from Seattle to the Puget Sound region. Likewise, the goals that Bridgeport inherited from the Bridgeport NAB metro office and the Chamber of Commerce Education Subcommittee went unchanged. Livonia and Philadelphia inherited goals from their predecessor affiliates, the Livonia Public Schools and Chamber of Commerce and the Philadelphia Public Schools Advisory Council on Career Education, but in both cases former goals were adapted to meet new perceived needs. The policy oriented goals of the Sioux Falls council were developed in response to the needs assessment activity of its parent organization. Finally, Jamestown continued the focus of the labor-management council as previously formed, broadening it to include skills training to receive NMI funding.

Goals developed without parent organization input

At least three councils had no starting point for goal development ment and took longer than the above-mentioned councils in developing goals. The Mesa Work Education Committee agreed on a tentative set of goals at its third meeting, but only six members comprised the Committee at that time. Two meetings later the Committee expanded to ten members. A new goals statement was called for but one was never produced, and the Committee staff basically operated from the earlier goals statement. The Bayamon council spent its initial seven months conducting a needs assessment which resulted in a set of objectives and activities that have not changed since. The Santa Barbara council also developed its goals relatively independently of its parent organization, NAB. The process took six months and the members remain satisfied with their efforts.

Goals still developing

The Lexington council set priorities for areas of concern during their first six months and later identified projects to address these areas of concern. However, they have since started new needs identification processes and have a "Committee on New Directions" reidentifying goals. The St. Albans council had not coalesced as a group at the time of our site visit, so its goals were also still developing.

The process by which goals and goal conflict have evolved in the Work-Education Consortium project contributes substantially to the councils' early development and future influence in the community. The length of time taken in the process per se seems to be less important than the uniform involvement of the membership and the constructive guidance of council leadership. The parent organization or historical affiliate can provide a useful starting point for the development of goals, but strict allegiance to these goals can also impede prospects for changing the status quo. As a corollary, councils which start with a set of agreed upon goals and therefore avoid conflict miss the opportunity to surface issues which may require community-wide confrontation.

2.3 Council Structure

In the previous discussion of goal evolution, it became clear that the goals that emerged represented only an outer shell in which was cloaked other circumstances, events and personalities. We noted, for example, that some councils were influenced in their selection of goals by a parent organization. We noted that members representing different interests had legitimate sources of goal conflict. We also alluded to, but did not detail, the role of goal conflict in producing turnover. For example, we did not elaborate on "who" quits or "who" they are replaced with. Patterns were found in both these areas. We also mentioned the critical role that council leadership plays in the resolution of goal conflict. A second key element of the formative process for most education and work councils is, therefore, the development of council structure. In this section we describe the critical aspects of council structure, including relationship to local intermediary, membership, staff, and leadership and decision-making.

2.3.1 The Local Intermediary

While councils received limited assistance in the development of goals and activities, they received considerable guidance concerning the structural aspects of council development. NMI staff, for example, placed particular emphasis on the importance of local education and work councils becoming incorporated and thus independent of their parent organizations.

All 12 education and work councils were or are linked to local intermediaries. Three councils developed these affiliations prior to their entry into the Work-Education Consortium project. The Jamestown council, established in 1972, was formed by labor, management and municipal government constituencies for the purpose of forming labor management councils in local industries. The Livonia council, established in 1974 and incorporated in 1977, was formed by representatives from the Livonia Public Schools and Chamber of Commerce. The Worcester council was founded by the Worcester Chamber of Commerce and became incorporated in 1974. The Worcester and Livonia councils operate independently and are incorporated.

Six of the education and work councils funded initially by the Consortium are dependent on a local organization in some respect. The organizations playing this local intermediary role include the NAB metro in Santa Barbara, the Chamber of Commerce in Bridgeport, Private Sector Initiatives, Inc. (PSI) in Puget Sound, the Center for Community Organization and Area Development, Inc. (CENCOAD) in Sioux Falls, the Mesa Community Council (MCC) in Mesa, and the Interamerican University in Bayamon. At a minimum, these organizations are the fiscal agents for the councils. In 1977, when the councils were first funded, two more had local auspices. The Philadelphia council was a subcommittee of that city's advisory council on career education, and the St. Albans council was sponsored by the Community College of Vermont. The Philadelphia council became independent in 1978 to achieve neutrality among local youth service providers, and the St. Albans council became independent, also in 1978, to pursue its own goals of improved youth transition independent of the community college. Only two of the education and work councils are structural subunits of a larger group. The Puget Sound council is an advisory arm of Private Sector Initiatives, Inc. and the Mesa council is one of about 20 committees that make up the Mesa Community Council. Figure 2-3 summarizes council relationships to their local intermediaries.

Even though not all the education and work councils we visited operated under local sponsors, all had local organizational homes that affected them to different degrees. For some, like the Lexington council, the home in the administration building of the Lexington Public Schools is simply an address. For others like Santa Barbara and Mesa, the home is more than an address. Some influence is felt from the parent organization, although

FIGURE 2-3

COUNCIL RELATIONSHIPS TO LOCAL AUSPICES

COUNCIL	LOCAL INTERMEDIARIES	NATURE OF RELATIONSHIP
NAB		
Santa Barbara	NAB Metro	Fiscal agent; overlapping boards.
Bridgeport	Bridgeport Chamber of Commerce	Fiscal agent; overlapping boards with Chamber and NAB Metro; NAB was previous fiscal agent but auspices changed to enable receipt of CETA funds; no staff sharing; share location.
AACJC		
Bayamon	Interamerican University	Fiscal agent; share space.
St. Albans	None	Originally sponsored by the Community College of Vermont; CCV was fiscal agent; shared staff. Still share office space.
NMI		
Livonia	None	Established in 1974 in its present form.
Philadelphia	None	Originated as part of the Advisory Council on Career Education.
Puget Sound	Private Sector Initiatives, Inc.	Share staff and location; council is an advisory arm of PSI and all council activities are subject to PSI approval; no fiscal relationship.
Worcester	None	Established by the Worcester Chamber of Commerce.
Sioux Falls	CENCOAD, Inc.	Fiscal agent; share staff; share location.
Lexington	None	Initiated through personal relationship between University professor and NMI senior staff.
Mesa	Mesa Community Council	Fiscal agent; technical assistance and direction provided by MCC Executive Director; Council represents the "youth transition" committee of the MCC; share secretarial staff; one administrative staff is on loan from MCC; share location.
Jamestown	None	Established in 1972; broadened focus to accommodate consortium funds.

these councils are free to evolve as they see fit. For other councils like Puget Sound, Sioux Falls or Bridgeport, their home is a central influence in their existence. The Bridgeport council basically supports the on-going activities of the National Alliance of Business metro office, except that the addition of one staff member has allowed the expansion of these activities. In Puget Sound and Sioux Falls, the council executive directors have come from the staff or board of directors of their parent organizations, and have brought with them that organization's philosophy or concepts of what needs to be done in the area of youth transition. The remaining councils relate to their organizational homes in unique ways. Philadelphia is independent of Rohm and Haas (a multimillion dollar chemical company), but its location at the Rohm and Haas executive offices lends the council considerable credibility in the community. The Bayamon council enjoys similar legitimacy from its affiliation with the Interamerican University.

NMI encouraged its councils to become independent of their parent bodies and to incorporate, but the evidence suggests that parent bodies are not necessarily a negative influence and that incorporation does not guarantee success. Four councils--Worcester, Livonia, Philadelphia and St. Albans--became incorporated. This tactic proved appropriate for councils like St. Albans, whose formation was thwarted by its local intermediary. Incorporation may have helped the other education and work councils that decided upon it as well, although here the effect is confounded with that of the receipt of Consortium funding. These funds allowed the Livonia and Philadelphia councils to hire full-time executive directors, a factor which may have been more important to the early growth of these councils than incorporation. For other councils, like Bayamon, the suggestion to incorporate might have been premature. Bayamon council members and staff believed that the council's link to the Interamerican University legitimized it in the eyes of the community. Incorporation, they believed, might be more suitable at a later date when the council had achieved legitimacy on its own.

In conclusion, local intermediaries can play a variety of roles with respect to local councils. Separation from a local intermediary by incorporation can play an important symbolic role in the early development of an education and work council, but other factors such as the development of independent leadership from membership and staff, may play an even more crucial role.

2.3.2 Council Membership

Much of the literature surrounding education and work councils, and much of the informal guidance provided by the NMI and AACJC intermediaries, stressed the value of broad, active council membership. In analyzing councils' achievement of this, several factors were found to be important, including the process of membership designation and members' motivations for joining the council. As a council begins to grow, other factors affect the broad, active involvement of membership, such as the relationship between the membership and staff. Each of these factors is discussed in Sections 2.3.3 and 2.3.4, while this section discusses the features of education and work council membership noted above.

Designation

Council origins, and in turn the selection of membership, vary across intermediary auspices. AACJC colleges were asked to submit proposals. The successful colleges in turn hired council executive directors, who invited members to join. NAB did not engage in a proposal process. The national organization selected five metro offices to receive approximately $25,000 each to hire council executive directors, or Business-Education Liason (BEL) Directors, as they were called. Each of these metro offices then organized a council, the members of which were usually individuals who had been involved with NAB programs previously. As in the case of AACJC, council formation and selection of the executive director were independent of each other.

The NMI councils exhibited more variety in their development. In some cases the executive director initiated the idea for the council and chose the membership. In other cases, a small group of community leaders provided the initiative, and involved other community leaders and organizations in the education and work council concept prior to hiring an executive director. Sometimes the executive director and an executive committee constituted the initiators of the concept, and they jointly selected the larger membership. The Sioux Falls council is unique in that its executive director asked community leaders to nominate members.

Council executive directors and initial members did not have a strategy for attracting membership, although some guidance from the intermediaries was given. Their approach was informal. They contacted people they knew who were in the appropriate sectors or who were active in issues like youth transition. Failing that, they relied on individuals in the appropriate sectors who were hard workers or known volunteers. Council initiators tried to attract high-level representatives, and their success was related to their own status. If their status was not perceived as sufficient to induce the participation of a high-level official, responsibility for council attendance was delegated to a subordinate. Another technique was for council initiators to invite others in their own sector to join them as members.

Size

Because of the different approaches to council formation and membership selection, and the different orientations of the "selectors," no two councils are identical in their size, sectoral representation, or structure. Official council rosters list from 11 to 41 members. The NAB-sponsored councils are the smallest, with 11 and 12 members each. The AACJC-sponsored councils are the largest, averaging 37 members each. Consistent with the efficient, small group style reflected in councils selected by NAB is one exceptionally small NMI-sponsored council. The Labor-Management Committee in Jamestown, with an all labor and business membership, has only 13 members.

Sectoral Representation

Except for the Jamestown Labor-Management Committee which did not alter its bi-sectoral structure upon receipt of DOL funding, and the Bridgeport Work Council, all education and work councils attempted to gain broad sectoral representation. Figure 2-4 identifies sectoral involvement on the councils.

In general, councils include representation from at least four sectors: education, business, government and labor. Among these, the education sector is the most active in terms of attendance at meetings and participation in activities. The business sector is active in its acceptance of leadership roles. The representation of labor is often a formality; while nine councils have a labor representative, only three achieve active labor participation. Youth and the public-at-large are represented on a few councils, but are not actively involved. Council leadership is generally sympathetic to youth involvement but unsure of how to sustain it. One or two councils also sought and achieved media involvement in their activities, but media people are not generally council members. Most councils include a representative of the local CETA agency, but this individual is actively involved in council activities in only a few cases.

Findings on sectoral representation and active involvement on education and work councils support some hypotheses and not others. For example, we expected to find educators constituting a larger percentage of council members on AACJC councils than on NMI councils. Among the councils we visited, this expectation was not borne out. On the other hand, business membership as a proportion of total membership is highest on the Jamestown and NAB councils, as was expected. We also found that in councils where business is very active and assumes leadership roles, private sources of support for council activities are more frequently and more successfully sought. Jamestown, Bridgeport and Puget Sound, all councils with a private sector image, are three of the four such councils that have received funds from industry exclusive of in-kind contributions. (See Section 2.5 for a

FIGURE 2-4

INVOLVEMENT OF SECTORS ON EDUCATION AND WORK COUNCILS

Major Sectors	# Councils with Sector Represented	# Councils with Sector Active
Business	12	7
Labor	9	3
Education	11	11
Government	9	7
CBOs	4	4
Youth	3	0
Public-at-Large	4	1

further discussion of council funding sources.) Two factors appear to contribute to labor's passive role: first, few council executive directors or initiators come from the labor movement; second, and perhaps related, most councils have only one or two labor representatives, compared to quite a few more representatives of both education and business. Not surprisingly, the councils that enjoy active labor participation (Livonia, Puget Sound and Jamestown) are also those that are concerned with adult transition issues.

Although we did not quantify sectoral representation into sub-sectors, there are some generalizations that can be ventured about the representation and active involvement of certain sub-sectors. Among educators, representatives of the public high schools dominate and the council usually includes a representative of the schools' vocational education program. Junior high and elementary school personnel are not represented on most of the education and work councils. Community college administrators are sometimes represented, but they participate far less actively than their public high school counterparts. Four-year college or university officials are only occasionally council participants.

The business sector is most often represented by individuals from large companies, usually industry. Some councils obtained the participation of local bankers, a good source of community contacts and possible funding sources, but otherwise commercial and other small business representatives are relatively absent from education and work councils. Indeed, councils need to consider that they have as much to offer to local small businesses as they have to large companies. Large companies often already participate in cooperative education and other exchange programs with the schools. They participate in CETA programs for training and job placement, often with their own facilities and supervisory resources. Small businesses who do not possess program knowledge or their own training facilities can gain access to these resources through the education and work council.

Motivations for Membership

To describe council members by their sectoral or sub-sectoral affiliation is convenient for analysis purposes but somewhat misleading. Obviously, council members cannot represent "sectors." A business leader from company "X" may represent company "X", but not the entire business community. It is perhaps more relevant to describe council members according to the reasons they give for joining education and work councils.

There are at least three identifiable motivations for joining councils. One is participative--the individual and his or her organization feel they can benefit the council and be assisted by the council. An example of this is the woman who joins the council because she has just accepted a job as a youth counselor for a local service agency. She believes that her job performance will benefit from her participation and that the council will benefit from her knowledge of youth. A second motivation is self-interest, in that the individual primarily seeks the benefit that affiliation with the council can provide. For example, the head of the bank's community relations department joins because his affiliation with the council will be good for the bank's public image and attract more bank business. A third reason why people join councils is to serve as "the boss' representative." A company president does not have the time and asks the training manager to attend instead. The training manager joins because he or she has been told to represent the company. People who join as "the boss' representative" generally have the most limited perspective of how they can assist the council or how the council can assist them.

We also asked council members directly why they joined. Whatever their actual motivations, most council members said that they joined "to help youth make a better transition." Their responses resembled those one would expect of community volunteers; many responses did not reflect job needs or self-interests. The members of the Philadelphia council provide an example of a council, each of whose members does have a vested interest in active council participation. They see their participation as directly related to their own professional and/or self-interests, since their collaboration helps determine whether and how they will receive assistance in seeking funding for their agencies' youth programs. In many councils, however, members either do not have strong participative or self-interests, or do not openly express these interests. Council leaders may need to take greater responsibility for making members aware of these interests, or, if that is not possible, for rebuilding or augmenting the council with members who do recognize these motivations.

Turnover among membership

Many council leaders equate broad, active council membership with a lack of turnover. They point to the continuous participation of their membership with pride. Likewise, other councils associate turnover with failure to achieve active, broad participation. In this section, we discuss turnover among council membership in an attempt to put the issue in perspective for education and work councils.

Given the voluntary nature of councils, we were surprised that turnover was no greater than it was. About half the councils experienced turnover equivalent to that which a small business would witness in a given year--20%. The councils which experienced the least turnover appeared to be the smaller or more narrowly constituted councils, including the Jamestown and NAB councils. Councils whose core membership existed prior to the Consortium project, such as Livonia and Philadelphia, also experienced relatively low turnover. High-level business representatives are the most likely to quit. Conflict over the project vs. process orientation of councils is a major source of turnover among these representatives, as is the failure of council leadership to resolve the conflict in a decisive way.

The lack of turnover can indeed be a positive indicator of early council development. One example of a large council that holds together well is Bayamon. Through the perseverance of the executive director and president in maintaining regular personal contact with council members, and with the help of special incentives (meetings are held in a reserved room of a favorite restaurant, following dinner) the council has achieved active participation. An average of 25 to 30 of its 41 members attend each bi-weekly meeting.[2] Strong democratic leadership, particularly when disagreements arise, helps to keep the group together. While the Bayamon council may undergo changes and turnover as it seeks to challenge existing institutions more in the future, a strong, cohesive base from which to launch these change initiatives is being built. Moreover, this cohesiveness is developing despite the lack of a tradition of voluntarism, extreme dissatisfaction with the education system, which was recently criticized in a report by the National Education Association, and overt political factionalism which characterize the Bayamon environment.

On the other hand, turnover need not be a negative experience. A few of the councils we visited clearly got off to a poor start, usuallyy because of an inappropriate choice of executive director. In such cases, early turnover among membership (or staff) gives the council a chance to begin anew before too much damage has been done.

Of some concern is the concentration of turnover among high-level business representatives who are then replaced with mid-level officials. These changes may allow a council to continue its normal activities, but may inhibit the council from undertaking serious efforts at creating change in community institutions later on. The power of high-level officials, and the hands-on implementation ability of mid-level officials, may both be needed to carry out change.

2.3.3 Council Staff

As previously discussed, the staff of several NMI-sponsored education and work councils were effectively in place prior to the establishment of the full council membership, even prior to the grant award. For this reason, the selection of staff was not an issue that received substantial attention from NMI. NAB and AACJC-sponsored councils selected executive directors after grant awards (but before membership involvement), and both of these organizations gave modest guidance in this selection process. As will be seen in this section, council staff and the circumstances of their involvement can play a crucial role in the early development of education and work councils.

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[2] The average attendance for all councils ranges between 45% and 70%.

Size

All councils have at least one staff person--an executive director--and most have three--a director, an administrative or research assistant and a secretary. The NAB-sponsored councils are the smallest, with only an executive director. The NMI and AACJC-sponsored councils have larger staffs which are partially supported by federal programs like CETA or VISTA, by state or school internships, or by parent organizations. Finally, a few of the councils have consulting support. AACJC reserved $3,000 from each of its councils' budgets to pay for an outside evaluation of their first year of operations. The two AACJC-sponsored councils we visited continued to receive consulting services, one from a university professor of industrial education and one from a free-lance consultant. The Jamestown council retains the services of three part-time consultants who are local college professors. In all cases, the executive director is the most important staff member, and is the focus of our attention in this discussion.

Sectoral Representation of Executive Directors

Two-thirds of the education and work council executive directors have spent most of their working lives related to the educational establishment, although a few have had other jobs or job interests which involve other sectors. For example, the Bayamon executive director taught elementary school for almost 20 years and then took a job negotiating on-the-job training contracts for the local CETA office, prior to becoming an education and work council staff member. The Bridgeport director has strong ties to local industry through his previous job as the Corporate Development Director of the University of Bridgeport. The Livonia council director was an assistant principal in the Livonia public school system who was seeking a change in careers.

Designation and Turnover

In the course of discussing how a council's membership became established, we noted how the executive director became involved. NAB and AACJC local intermediaries hired their executive directors, who in turn organized the membership. The hiring of the executive director was usually accomplished by one or two people, and these individuals often had little subsequent involvement with the education and work councils. In three out of four of these cases, there was turnover in the director's position, in two cases within a few months of the council's inception. There was turnover in three of the eight director's positions among NMI-sponsored councils.

There appears to be a relationship between the manner in which a director is designated and the longevity of that director's job, although the precise relationship is in every case mediated by the director's particular strengths. In general, there appears to be less turnover among directors who are chosen with conscious and broad membership input. In other cases, the executive director appears to be retained for a particular strength he or she brings to the council's activities, such as valuable contacts or the ability to raise funds.

The design of the Work-Education Consortium project seems flawed, perhaps unavoidably so, in the respect that the executive director was often hired prior to the involvement of the council's membership. In some cases, this situation worked out, either because the director was perceived as particularly capable or because he or she was aware of the lack of a mandate and made special efforts to assure the council of their prerogatives. In other cases, this situation did not work out, resulting either in the director's resignation, the resignation of some members, or an impasse between the membership and the staff. Councils whose membership has changed or which are ready for self-determination may wish to consider staff elections.

Staff Characteristics

Across the councils, there was agreement on the skills, knowledge, attitude, and other attributes necessary for executive directors. Figure 2-5 summarizes the executive director characteristics endorsed by councils. Of foremost importance is the ability to work with representatives of different sectors in a collaborative or facilitative style. This was both the most valued ability and the one which was considered to be most absent among council directors in the councils we visited. Just as important and necessary to the facilitative role is strength in interpersonal communications--experience in making, using and keeping contacts throughout the community. Although councils were encouraged by the intermediaries to use a variety of contacts to arrange for future funding, many councils looked primarily to their executive directors to identify funding sources, write proposals and get money for them, hence the high value placed on this ability. Also valued are executive director abilities in expediting activities and developing projects, gathering and disseminating information to the council, organizing, administering and managing.

The staff characteristic that most often led to early turnover was inexperience, which usually manifested itself as an inability to manage conflict.

2.3.4 Council Leadership and Decision-Making

In the previous sections we have described council membership and staff. More important than the characteristics or the background of these people as individuals, however, may be the characteristics of council leadership and decision-making that they, together, forge. NMI and AACJC provided guidance to their councils on the subject of leadership. AACJC in particular stressed the importance of the staff-council relationship and the role of the council in directing the staff, rather than the staff directing the council. Methods of structuring education and work councils to insure that they be true decision-making (as opposed to advisory) bodies also emanated from the councils themselves and were shared in the course of their interactions with each other.

FIGURE 2-5

DESIRABLE KNOWLEDGE, ATTITUDES, SKILLS AND OTHER ATTRIBUTES OF COUNCIL EXECUTIVE DIRECTORS

	# Councils Praising Executive Director For Attribute	# Councils Criticizing Executive Director For Lack of Attribute
• Ability to work with different sectors and ability to: - facilitate relationships - mediate conflicts - act as a catalyst or broker - minimize political differences	8	5
• Skills in interpersonal communications - behaves diplomatically - has contacts - makes, uses and maintains contacts - has experience to draw on	8	1
• Ability to identify and get funding - good proposal writer - entrepreneur	7	1
• Attribute of action orientation; ability to - expedite activities - develop projects - facilitate projects	3	2
• Ability to organize - administer - manage staff	2	3
• Ability to gather and disseminate information to members	4	-
• Willingness to report to council and carry out council initiatives	2	1
• Attribute of prestige	1	-

Leadership

Council members, staff and representatives of parent organizations are the actors that comprise a council's leadership. Council leadership emanates from the executive director in some cases, and from the council president or executive committee in others. In a third set of cases, the executive director and president together represent council leadership. In some cases, a representative of the parent organization provides much of the impetus for council activities.

The qualities of a good leader or good leadership are difficult to specify in the abstract--people seem to know "leaders" or "good leadership" when they see it, but they have a hard time analyzing the particular qualities that make a leader. An insight from the community organization literature may be helpful to education and work councils in evaluating their leaders. Sarason and Lorentz[3] describe leaders of "resource exchange networks," affiliations of individuals and organizations for the purpose of exchanging resources to achieve mutually agreed-upon goals. According to these authors, the leader of the network is an unpaid volunteer. He or she can nudge the network into action without directing its activities, and, more importantly, can deal openly with the issue of leadership. The best leaders are either laypersons or dissatisfied professionals who, through years of experience, understand the waste that results when individuals specialize too much and define their roles too narrowly. Moreover, good leaders or coordinators have the capacity to imagine how resources can be used, and their antennae are constantly "scanning" to send and receive signals for resource availability. They also know when to use different resources. Finally, the early leader remains a leader, even though new leaders can and should emerge. Perhaps these are some of the qualities of leadership that education and work councils should seek to attain.

Models of Decision-Making

Closely tied to the issue of leadership is that of decision-making. There are two modes of decision-making--centralized, in which decisions are made by council leaders or an executive committee and staff, and decentralized, in which decisions are made by the entire council. Five councils use a centralized decision-making process. Staff work with one or more council leaders as a team, which then announces decisions to the rest of the council at meetings. Two of these councils use committees for review of ideas, but still turn to their leaders to make decisions. Indeed, some members in these councils expressed relief at being able to delegate their decision-making responsibilities to leaders that they trusted, thereby saving them the time that involvement in these decisions would take.

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[3] Seymour Sarason and Elizabeth Lorentz, The Challenge of the Resource Exchange Network (San Francisco, Washington, D.C., London: Jossey-Bass Publishers, 1979), p. 129.

There are five councils which generate decisions as a group. Two of these are very small--11 and 13 members, respectively. Two were existing under some other auspices or in some form before the Work-Education Consortium. Two councils cannot be categorized as incorporating one form of decision-making or the other, since they demonstrate different forms of decision-making on different issues. In only one case, Philadelphia, does a council make decisions formally through a parliamentary process utilizing committee reviews and votes. The other councils all decide by consensus.

How Decisions Are Made

Some councils use structures to facilitate the decision-making process. Several councils use standing committees or task groups to enable members to work on specific projects or issues. Executive committees, which consist of officers elected once a year and the leaders of the standing committees, act as a vehicle for communicating results of the task group activities to the general membership at its regular meetings. The executive committee usually meets more often than the whole council, perhaps twice a month. Each successive layer of organization in this system gathers information and makes decisions for the purpose of enabling the general membership to make informed decisions on larger matters concerning the council. The NMI and AACJC-sponsored councils basically follow this structural model.

Each of the NAB councils uses its own model, neither of which involves an executive committee or task groups. In Santa Barbara, the power of the individual members, plus an elected chairman, provides the leadership for the council. The fact that the NAB metro director hired the council's first executive director before the council was formed seems to matter little in this case; the council members as a group appear to understand their collective power and are willing to use it. The executive director of the Santa Barbara council plays the role of general assistant to the council, organizing its ideas on paper and carrying through on selected activities. In Bridgeport, the decisions are basically made by the executive director and council president, who invited each of the 10 council members to join. This council operates as advisory to NAB's on-going youth programs.

The health of a council's leadership and decision-making capabilities is key to its self-identity and to its ultimate influence in the community. Crucial to the decision-making capabilities, in turn, are four factors: the relationship of the staff to the membership; the use of organizational structures that involve a maximum number of members and also admit outside influences; the continued involvement of early leaders and planning to develop new leaders; and the background and qualifications of leadership. These factors are discussed below.

Council members need to play an active role in the council's decision-making process. The staff needs to understand its proper role. Staff can suggest ideas, facilitate discussions and manage meetings and data gathering efforts, but it should not dominate the decision-making process. A staff which is large or which answers as much to a parent organization as to the education and work council membership, or which is selected without sufficient input from council membership, may come to dominate a council's decision-making and isolate it from key avenues for on-going community influence.

The leadership and decision-making structure can also enhance the council's self-development and, ultimately, its influence in a community. For one, the method of forming task groups to handle specific problems can be a means of tapping new leadership sources. Second, councils that open their task groups to the public generate more intimate awareness of the council on the part of the public and plant the seeds for longer-term, community based leadership in the area of youth transition. At the time of our visit, seven councils had active standing committees and in three--Bayamon, Philadelphia and Lexington--the committees were open to the public.

The continued involvement of early leaders can play an important role in the development of a council's self-identity. For example, the lack of continued involvement of its initiators hurt the Mesa council. The early leaders departed before the membership had established a self-identity. Council initiators and early leaders also need to make plans to develop new leaders, for two reasons. First, in most cases it is unrealistic to expect leaders to be able to maintain their commitment to the leadership function for more than a year or two. The very characteristics that make leaders what they are also usually make them very busy people. Second, even if one could retain the leadership of those who began as council leaders, it may be wiser to allow new leadership of those to take over after some time. Alterations in the council's goals, such as the inclusion of adults as a transition target group, or the expansion of the council's geographical scope, may offer a propitious opportunity for a change in council leadership. Present council leaders need to think and plan for this eventuality if a smooth transition is to be accomplished.

2.4 Organizational Relationships

As noted in Section 2.2, coordination with local community institutions and agencies which are involved in youth transition is a stated goal of a majority of education and work councils. Theoretically, councils achieve and maintain these linkages via their membership, or their relationships with other local organizations. This section describes council use of these basic methods of achieving linkage. As will be illustrated in this section, developing organizational linkages is an active and sometimes frustrating part of most councils' early agendas. Just becoming familiar with the variety of other local councils has been difficult.

2.4.1 Relationships Through Members

Local linkages through members are achieved in two ways: through institutional representation on the council and through overlapping membership with other institutions or councils. As we discussed in Section 2.3, most councils have broad sectoral representation, even if the number of individuals representing a sector or the number of institutions representing that sector is limited.

Figure 2-6 illustrates the education and work councils' overlapping membership with other key community councils. These councils include three mandated CETA councils (the planning council, the youth council and the proposed PIC or Private Industry Council), the mandated local area vocational education advisory council (LACVE), the mandated local economic development planning council, and other non-mandated but prevalent community councils concerned with youth transition sponsored by NAB, the Chamber of Commerce or the public school system.

According to Figure 2-6, two-thirds of the education and work councils include membership from the local Chamber of Commerce (usually its education committee). This appears to be the most common linkage. Representatives of local CETA planning councils and public school career education advisory councils sit on five education and work councils. At least four councils expect to become the PIC or to incorporate PIC membership. There is fairly limited cross-fertilization between education and work councils and CETA youth councils, LACVEs, and economic development planning councils, although several councils do have vocational educators or CETA staff among their membership.

Patterns of overlapping memberships among specific councils reflect the goals of the council and the ambitions or special knowledge of its leadership. The three councils that have the strongest linkages to CETA can be used as an example. The Philadelphia council's primary goal involves mediation among the numerous CETA service deliverers in that city. Government

FIGURE 2-6

OVERLAPPING COUNCIL MEMBERSHIPS

	Mandated					Prevalent but Non-Mandated		
	CETA Planning Council	CETA Youth Council	Private Industry Council (PIC)	Local Area Vocational Education Advisory Council (LACVE)	Economic Development Planning Council	NAB Advisory Board	Chamber of Commerce (e.q., Education Committee)	Other (e.g., Public Schools Career Education Advisory Council)
NAB								
Santa Barbara	X		expected			X	X	
Bridgeport						X	X	
AACJC								
Bayamon							X	
St. Albans				expected	X			
NMI								
Livonia	X	X	expected	X			X	X
Philadelphia	X	X						X
Puget Sound	X	X	expected					X
Worcester								X
Sioux Falls							X	
Lexington	X		expected				X	
Mesa							X	X
Jamestown							X	
	5	3	4	2	1	2	8	5

agencies and CBOs that receive CETA funds comprise a majority of the Philadelphia council. The Livonia council is consciously seeking to garner CETA funds and become a political force (perhaps the PIC) in the greater Detroit area. In Puget Sound, the council executive director has extensive knowledge of local government and community-based organizations and was able to attract membership from these groups because of his contacts with these organizations.

The pattern of linkages by the two councils that serve economically depressed regions are heavily influenced by this condition. Each tries to cultivate linkages with local economic development groups. The St. Albans council is developing a strong linkage with the local economic development organization, while the Bayamon council has, as one of its active members, a government official of the Economic Development Administration in Puerto Rico.

While further investigation of local linkages and their outcomes is the subject of Phase II of our study, some comments can be made here. A major observation is that CETA participation on education and work councils has been weak. One reason is that the executive directors and council presidents tend to be educators or business representatives, not CBO or government affiliates. Another reason is that the CETA affiliation is sometimes viewed as casting a negative image over the council, especially with employers. There is knowledge that CETA exists, but there does not seem to be a clear understanding of what CETA can do for the council, except insofar as councils can use CETA funds to add secretarial or other administrative staff. A third reason for the lack of active CETA participation may be the disparity in target groups between education and work councils and the CETA organizations. CETA focuses on the economically disadvantaged and unemployed, in-school and out-of-school youth. Most education and work councils operate on behalf of in-school youth of all economic backgrounds. Some CETA representatives may be unwilling to invest a lot of energy in an activity which does not directly support their needs, just as some council members may be unwilling to focus too much of their attention on only one segment of the youth population.

Representatives of career education advisory councils are more frequently found on education and work councils than are members of vocational education advisory councils. One reason is that the concept of education and work councils is concerned with the broader programmatic area. Not surprisingly, none of the council leaders or initiators represents vocational education. Vocational educators are perhaps most active in areas like St. Albans where Canadian industry is expanding and new training programs need to be developed to encourage the expansion and to induce youth to stay in the rural tricounty area to occupy the new jobs.

While certain local councils are frequently represented among the membership of education and work councils, there is little documentation of the overlapping council memberships held by education and work council members. Our interviews revealed only some overlap in this direction, with council members most often members of career education advisory councils and Chamber of Commerce education subcommittees. It appears that relatively few education and work council members were also CETA planning council members, and almost none were members of the local economic development planning councils.

2.4.2 Relationships with Other Organizations

One of the most difficult challenges facing councils in their early development has been that of defining roles for themselves in relationship to other councils, programs and organizations that perform similar functions. Education and work councils have not had difficulty obtaining the participation of high school educators or business leaders, perhaps because these representatives feel that the council can have an influence on their jobs but it cannot replace the functions carried out by them. On the other hand, the education and work council can replace the function carried out by an ineffective local career or vocational education advisory council, if it chooses to do so.

Some councils did attempt to take over services performed by other programs or councils, with varying outcomes. One education and work council sought to perform the clearinghouse function of bringing local employers and teachers together, a function which was being served by the high school's career education program. This council believed that the clearinghouse service was more appropriately provided by the council than by the school. Although the council began a clearinghouse program, it exists in addition to that operated by the school. The hostility that developed between these organizations as a result of the council's action has not been tempered, even though the council has tried to support the career education program in other ways since that time.

Another education and work council sought to be the local catalyst for coordination among several well-established, long-standing youth service agencies. Its effort met with early resistance, and caused it to cancel a conference of local service agencies scheduled to kick off the education and work council's operation. In addition, numerous early attempts to gain the involvement of the local career education advisory council in this education and work council's activities were unsuccessful. In the face of these obstacles, this council was forced to retreat and reconsider its role.

Both of the situations just described are characterized by a misperception on the part of the council's leadership of the community's willingness to accept the council in the role it has chosen for itself. It is unlikely that any education and work council can simply declare its role in the community and expect existing organizations and councils to move over and accomodate. A council should be prepared to work to achieve this legitimacy. In some cases, the council may have to settle for a more narrowly defined role at the outset, and work to expand that role in the future.

This particular approach is illustrated in Philadelphia. The Philadelphia council emerged as an offshoot of the local career education advisory council and chose as its focal point the CETA service delivery system. Rather than trying to duplicate the activities of the career education council, the Philadelphia council sought to act as a clearinghouse for CETA youth service deliverers. It provides information on new grant opportunities, assists agency staff in preparing applications and acts as a neutral and informal ground for the discussion of how to allocate these funds and services among existing agencies. This council's role is rather specialized, and it does not duplicate the role of any existing council or program. Indeed, Philadelphia's success in its narrowly defined role has enabled it to pursue other activities, including persuading the Commonwealth of Pennsylvania to open up a third GED testing center in the Philadephia area to serve the backlog of individuals waiting to take the test.

In short, carving out a role for a local education and work council can be very difficult, particularly where the council is perceived as duplicating on-going services. Even if these existing services are not well performed, councils need to develop sophisticated and politically sensitive strategies for defining their role in the community. Inviting membership which represents other local programs and councils may be an important early step towards identification of the council's appropriate role. Moreover, if the task of inviting representatives of these councils and agencies is performed by those among the council membership and staff who are well-known and respected in the community, the representatives of other groups may see a professional or self-interest in becoming involved in the education and work council's formation as well.

2.5 Council Funding

In 1977-1978, the Work-Education Consortium funding played a major role in council budgets. Since that time, however, councils have successfully sought alternative funding and have proven the viability of the seed money arrangement under which they were funded. CETA remains the most popular source of alternative support, and the largest source of other support for most councils, but other avenues are being explored.

At the outset of the Consortium, council budgets ranged in size from $25,000 where the Consortium provided 100% funding to $140,000 where it provided only 25% of the total council budget. Five councils out of 12 were supported solely by Consortium monies during that first year, including all four NAB and AACJC-sponsored councils. The NMI-sponsored Philadelphia council was also supported totally out of project funds that year. During the second year, the Philadelphia and St. Albans councils were no longer totally dependent upon Consortium support. In fact, during 1978-1979, the Philadelphia council successfully garnered 23% of its funding from six newly-tapped funding sources. Figure 2-7 provides an overview of the budgets of each council, their various sources of support and their prospects for future support.

2.5.1 The Effective Use of Seed Money

In accordance with the project's intentions, most NMI-sponsored councils reduced their level of dependence on Consortium funds during the second year. Six of twelve councils decreased their reliance on Consortium funding from the first to the second year, two councils increased their dependence and four remained the same. The Jamestown Labor Management Committee was the only council to experience an increased dependence on Consortium funding in the second year, due in large part to a cutback in federal economic development funds. Moreover, in all cases where the proportional dependence on the Consortium was decreased from the first to the second year, the budget was increased through the use of alternative funds. Alterations in councils' dependence on Consortium funding and levels of council funding are depicted in Figure 2-8.

While these findings appear to be supportive of a seed money concept, they must be considered in conjunction with the corresponding effects of size, and therefore stability, of council budgets. The Philadelphia, Lexington, Worcester, Puget Sound and St. Albans councils all increased their level of funding. The Worcester council enjoyed the largest increase, from $80,500 to $150,000. It also expanded its funding base to include local CETA sources, State Employment and Training Council funds, HEW Career Education monies and other local support. Thus, education and work councils were able to use their seed money to leverage sufficient other funds and funding sources to continue their operations.

2.5.2 Alternative Funding Sources

A list of other non-Consortium funding sources tapped by councils is given in Figure 2-9 showing the increased variety of funding sources sought in the second year of the Project's history. CETA is the councils'

FIGURE 2-7

WORK-EDUCATION CONSORTIUM COUNCIL FUNDING: AMOUNTS, SOURCES AND ALTERNATIVES

	Work-Education Consortium Funding As % of Total Budget 77/78	Work-Education Consortium Funding As % of Total Budget 78/79	Other Funding 77/78	Other Funding 78/79	Alternatives For 79/80	Total Budget 77/78	Total Budget 78/79
NAB							
Santa Barbara	100%	100%	0%	0%	Schools; Youthwork, Inc.	$25,000	$25,000
Bridgeport	100%	100%	0%	0%	CETA	$25,000	$25,000
AACJC							
Bayamon	100%	100%	0%	0%	Business; other private		(2 years) $75,818
St. Albans	100%	91%	0%	Community College: 9%	CETA; Economic Development	(1/2 77) $33,700	(78) $65,749
NMI							
Livonia	59%	59%	CETA: 24% Schools: 16% Chamber: 1%	CETA: 24% Schools: 16% Chamber: 1%	CETA	$76,250	$76,250
Philadelphia	100%	77%	0%	Membership: 1% Foundation: 2% Business: 7% CETA: 7% Youth Serv.: 5% DOC: 1%	CETA; Youth Services	$50,000	$64,877
Puget Sound	41%	32%	Local businesses and foundations: 59%	Local businesses and foundations: 68%	Local business contributions	$10,000	$146,500
Worcester	54%	30%	State Department of Education: 46%	HEW Career Ed.: 17% CETA: 27% SETC: 23% Local: 3%	Local contributions; FIPSE	$80,500	$150,000
Sioux Falls	71%	100%	Local: 25% Northwest Area Foundation: 4%		Higher Education Act	$56,200	$18,600
Lexington	69%	42%	CETA: 27% IBM: 4%	CETA: 55% Business: 3%	PSIP; CETA Business	$59,091	$97,881
Mesa	85%	59%	CETA: 6% United Way: 9%	CETA: 24% United Way: 17%	Mesa Community Council; NMI	$59,100	$40,400
Jamestown	29%	85%	EDA: 71%	Industrial Development Agency: 13% Community College: 2%	CETA	$140,000	$50,525

FIGURE 2-8

NUMBER OF COUNCILS EXPERIENCING BUDGET CHANGE FROM YEAR 1 TO YEAR 2, BY TYPE OF CHANGE

	Increase in Budget from Year 1 to Year 2	Decrease in Budget from Year 1 to Year 2	Total Budget Remained the Same	Total
Increase in proportion of budget covered by Work-Education Consortium funds		2		2
Decrease in proportion of budget covered by Work-Education Consortium funds	5	1		6
Equal proportion of budget covered by Work-Education Consortium funds			4	4
TOTAL	5	3	4	12

FIGURE 2-9

NUMBER OF COUNCILS USING ALTERNATIVE FUNDING SOURCES

Funding Sources	1978-1979	1979-1980
CETA	3	5
Economic Development Related		2
Business	2	3
Foundations	2	2
Schools	1	1
Community College		2
United Way	1	1
Chamber of Commerce	1	1
Youth Services		1
Career Education		1
State Education	1	2
Other Local	1	1
Membership		1
Other		1
Other Federal		1

most frequently and most successfully tapped funding source. It provides as much as 24% of Livonia's budget during 1977-1978 and as much as 55% of Lexington's budget in the following year. The Mesa council increased its CETA support from 6% to 24%; Lexington from 27% to 55%; and Worcester from 0% to 27% with local CETA monies alone. During 1978-1979, five councils tapped CETA funds. Business contributions helped to support two councils during the first year and a third during the second year, but business contributions were signficiant in only one council. In Puget Sound, a private sector-oriented council, local business and foundations contributed more than half of the council's budget in each year of its operation.

Looking at 1979-1980 plans, each of the councils that received CETA funds the year before planned to continue to receive CETA funds. Five additional councils were looking forward to other federal sources of funding including the Fund for the Improvement of Post-Secondary Education (FIPSE) and Youthwork, Inc. One site intended to seek economic development funds through association with an agency receiving Economic Development Administration (EDA) planning grant monies. Four other councils looked to businesses and local agencies for new funding sources. Local, non-business contributions are in general not sought by councils.

3.0 COUNCIL ACTIVITIES

As the organizational and administrative work of establishing a council as a functioning body is performed, councils also begin to perform activities pursuant to their basic purposes. As a step toward legitimization in their communities, councils begin to conduct community needs assessments and activities designed to increase the public awareness of local youth transition needs and of the council's existence. At this stage, members and staff learn about transition issues and transmit this information to groups in the community--civic clubs, groups of employers and others--but council participants are still working independently in these endeavors. In the next stage of council development, councils begin to engage in activities that involve cooperation and a modest level of participation from other council members and individuals outside the council. During this stage, councils primarily undertake student and staff development activities. Council members discuss careers with groups of students or participate in student shadowing experiences. They help convene career guidance institutes for local teachers and guidance counselors. For councils, these activities represent the first concrete, substantive steps towards council legitimization in the community. They are an opportunity for council members to experience first-hand what the local needs are, and they are an opportunity for specific individuals in community institutions to experience the council and its capabilities first-hand. As most councils have experienced, needs assessment and public awareness activities are abstract exercises if they are not soon accompanied by these more concrete activities.

Council activities were at this stage of development at the time of our site visits. A few councils were just entering this stage; the majority were several months into it. Indeed, it is a stage that marks a plateau where many councils remain for several months.

This chapter describes council activities. First, modes of activity are identified. This was a major issue in the development of education and work councils, with NMI advocating a facilitative or catalytic approach rather than a project orientation. Second, types of activities are described, including research, public awareness, student development, staff development and policy/administrative concerns. Third, activities are assessed in relation to community needs, goals identified by councils, and the participants in and recipients of council activities.

3.1 Three Models

The councils[1] group themselves into three models according to the types of activities they undertake. The first model is represented by councils which engage in only those activities that involve facilitating, coordinating, or stimulating activity on the part of others in the local community. Five councils (Bridgeport, Livonia, Mesa, Philadelphia and Sioux Falls) fit this model. Typical activities conducted by these councils include needs assessment studies, public awareness, and clearinghouse functions. These activities involve putting key people and institutions in touch with each other, lining up resources, and motivating and assisting other individuals and agencies to collaborate together or undertake activities for themselves.

A second model consists of councils which, in addition to facilitating activities common to Model One, also conduct one or more service delivery activities which are one-time undertakings that are not funded by outside agencies. Two councils fall into this category (Bayamon and St. Albans). Examples of Model Two activities include job and career awareness seminars for students, and occupational counseling and teacher skills conferences for school guidance counselors and classroom instructors.

In the third model, a council combines facilitative activities (Model One) and one-time service delivery activities (Model Two) with actual program implementation on an on-going basis funded by outside agencies. Four councils (Lexington, Santa Barbara, Puget Sound and Worcester) typify this model. The Lexington council uses Public Service Employment (PSE) funds to run a Job Center which provides job referrals and counseling for youth. The Puget Sound council has staffed and is administering a Center on Work and Productivity to conduct research and seminars on transition issues and to train educators and youth. The Worcester council is training CETA workers in reducing sex stereotyping under a $30,000 State Employment and Training Council grant. The Santa Barbara council has been awarded a $260,000 Youthwork grant under which it will recruit and train 250 employer-based counselors as part of a team effort to promote increased youth hiring in the community. In addition to these programmatic efforts, one other council (Livonia) is currently attempting to secure funding to engage in program operations by becoming the local Private Industry Council (PIC).

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[1] The Jamestown council has been excluded from consideration in this chapter because it did not target any of its activities to youth or youth serving agencies.

The first two models of council activity fall within the expressed mandate of the Consortium to support councils that promote collaborative endeavors rather than engage in ongoing program implementation. Not surprisingly, therefore, there were mixed feelings about administering programs in two of the four councils which have established externally-funded programs. In Lexington and Worcester, the councils were divided over whether to assume a purely coordinative role or to administer programs which serve the community directly. The Santa Barbara council's decision to pursue the Youthwork grant and the Puget Sound council's decision to establish and run a Center on Work and Productivity were unanimously approved in these two sites.

Councils that have pursued other models of activity have also considered the issue of process vs. project orientation. For example, the Livonia council's decision to attempt to become a PIC was made only after considerable controversy among the membership. Likewise, the Philadelphia council, which does not administer any programs and has no immediate plans to do so, has been acutely sensitive to the need to shun programmatic activities lest it compete with its own members' organizations. On the few occasions when a board member proposed a council activity that appeared to constitute program implementation, a majority of the other council members quickly opposed the suggestion.

Indeed, conflict arises in councils exemplifying all three models of activity. This is a reflection of the fact that while councils go through a goal development and consensus stage, additional conflicts surface when councils get to the point of specifying activities associated with goals, or making decisions about unforeseen activity opportunities. It is also a reflection of the heterogeneity of sectoral affiliations in most councils and the different styles of operation common to those sectors. The source of conflict is inevitably the tension between "facilitating" and "doing" and the sides are usually drawn with educators favoring the first mode and business representatives the second. It is possible that the Santa Barbara council members avoid this conflict because their bond as decision-makers within their respective organizations and sectors is stronger than their sectoral bonds. The "do" orientation they embrace may reflect their respective roles as organizational decision-makers.

While the description of council models of activity is useful in illustrating one of the key conflicts of early council development, it is important to provide a more complete description of the content of council activities. All councils facilitate and/or conduct activities in at least one and usually three of the activity areas discussed below, and it is during this stage of development that councils seriously begin to confront the issue of their role in the community.

3.2 Activities

To examine council activities, we used McClain and Sockol's categorization of thirty specific activities in which councils might engage.[2] The five categories include: Research, Public Awareness, Student Development, Staff Development, and Administrative/Policy Concerns. Figure 3-1 indicates how many councils engaged in each major category of activity and each specific activity. The authors' definitions of the specific activities are provided in Appendix A. The significance of the councils' involvement in the activities is identified as "major" or "minor" according to the amount of council staff and member time devoted to the activity.

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[2] Thomas McClain and Richard Sockol, Community Education/Work Collaboration: A Massachusetts Perspective, Institute for Governmental Services, University of Massachusetts, January, 1978.

FIGURE 3-1

COUNCIL ACTIVITIES
1978-1979

	STATUS OF ACTIVITIES		
	Major Activity	Minor Activity	Not an Activity
I. **RESEARCH**	8	1	2
a. Needs Assessment	6	-	5
b. Occupational Outlook Research	3	-	8
c. Other	3	2	6
II. **PUBLIC AWARENESS**	7	2	2
a. Community Visitation Days	0	1	10
b. Public Relations	4	4	3
c. Community Forums	4	2	5
d. Audio-Visual Presentation	2	0	9
e. Newsletter	2	0	9
f. Other	1	1	9
III. **STUDENT DEVELOPMENT**	8	2	1
a. Career Speakers	3	1	7
b. Career Day	1	1	10
c. Site Visit	2	1	8
d. Shadow Day	2	1	8
e. Internship	0	1	11
f. Work-Study	0	0	11
g. Alternative Semester	0	0	11
h. Career Resource Center	3	1	7
i. Student Operated Business	1	0	9
j. Contract Apprenticeship	0	1	10
k. Community Resource Bank	3	0	8
l. Other	0	0	11
IV. **STAFF DEVELOPMENT**	8	2	1
a. In-Service Workshops	2	1	8
b. Curriculum "Infusion"	1	2	8
c. Career Guidance Institute	2	0	9
d. Teacher/Administration Site Visits	2	1	8
e. Community Resource Directory	1	2	8
f. Other	1	0	10
V. **ADMINISTRATIVE/POLICY CONCERNS**	6	3	2
a. Inter-District/State Collaboration	1	4	6
b. Coordination of School and Non-School Programs	2	2	7
c. Establishment of School-Business Partnerships	3	1	7
d. Counteracting Race and Sex Role Stereotyping	4	1	6
e. Servicing Special Needs Population	1	3	7
f. Credentialling, Licensing and Certification Procedures	0	1	10
g. Statutory Restrictions	1	1	9
h. Other	2	1	8

As the data in Figure 3-1 indicate, six to eight sites engaged in a major way in at least one activity within each of the five major categories of activity. Other data not displayed on this table reveal that only the Lexington council engaged in at least one major activity in each category, while the Philadelphia council conducted at least one major activity in four of the five categories. With one exception, all the other sites undertook major activities in three of the five categories. At the time of our site visit, St. Albans was participating in a major activity in only one category.

3.2.1 Research

There was so much diversity in the specific activities which the sites engaged in that only one specific activity out of 30 was undertaken by more than four councils, namely, needs assessment.

Needs assessment was performed by at least six councils and represents the major form of research activity performed by councils. It was usually carried out by staff members, in the community, for the purpose of assisting the council in determining what activities are appropriate in order to achieve the general goals established by the council. In one council, a formal needs assessment questionnaire was also distributed to council members in order to determine their perceptions of local youth transition needs. Needs assessment activities may absorb a large share of staff time and may extend throughout the council's life. In one council, this was intentional and represents a source of continuing conflict between the council staff and membership over the council's relative emphasis on research and policy as opposed to other activities. In other councils, needs assessment activities which occupy too much staff time were postponed or left incomplete. Some needs assessment activities were completed, but these often did not provide the council with a great deal of new information. Some examples of needs assessment activities are given below:

- Acting on the assumption that educators and counselors had little information about local employers, the Bayamon council staff undertook a survey of employers' occupational and job requirements. Very few employers responded to the mail survey and after a short time, no additional effort was expended in this activity.

- Some members of the Mesa council urged it to focus its efforts on the local drop-out problem. As a first step, the staff agreed to research the dimensions of the problem locally. A major problem was encountered when the staff was unable to access information about local drop-outs from a centralized source. A report was finally completed after several months time (other staff responsibilities frequently intervened to delay its completion).
- The St. Albans council undertook a survey of the transition needs of the city's high school population. It hired a consultant to conduct the survey, but by the time some teacher resistance was overcome and the necessary administrative arrangements were made, the council had begun experiencing internal difficulties and analysis of the survey was postponed.
- The Sioux Falls council staff conduct on-going research and needs assessment activities as a major part of their responsibilities to CENCOAD, their parent organization. One such survey revealed a need that had not been previously identified by the council or its staff--the importance of involving parents more effectively in local youth transition activities.

To summarize, education and work councils encountered numerous obstacles in attempting to conduct local needs assessment activities. Limited staff, the lack of centralized, local data sources on youth, and poor cooperation from employers and sometimes from schools all impeded council efforts to acquire information necessary for establishing specific objectives for their operations.

3.2.2 Public Awareness

The purpose of local public awareness activities was generally two-fold: first, to make the public aware of local youth transition problems, and second, to gain support for the local education and work council. Media public relations and community forums were the most popular public awareness activities conducted by councils. Four councils, including both "facilitative" and "program oriented" councils, undertook each activity as a major part of their operations. Community visitation days were not sponsored by education and work councils, perhaps because this activity was resisted by schools seeking to minimize classroom disruption.

Although NMI encouraged councils to undertake public awareness activities, several councils limited their conduct of this type of activity. The Santa Barbara council conducted neither public relations nor community forum activities because the powerful elite who comprise the council did not see the need for broad public support of its activities. The Sioux Falls council conducted community forums but not public relations activities. The council's staff and parent organization focus their attention on research and policy issues pertaining to youth transition. Community input was important to them, but media publicity for the education and work council as such was a lesser priority. The Puget Sound council aligned itself with its parent organization, Private Sector Initiatives, Inc., and sought primarily private, not public support for its activities. In its first year and a half, the Bayamon Council conducted numerous community forums but avoided excess publicity. Members of the Bayamon council discussed the issue when an important publicity opportunity arose less than one year after the council had been in operation. The council chose to eschew the publicity in favor of and strengthening its own cohesiveness first.

In general, councils did not undertake public awareness activities to achieve specific results, and there is no evidence that councils which engaged in public awareness activities developed at a faster pace than councils which did not. Indeed, some councils learned that too much publicity or premature publicity can cause dissension among council members, and that publicity may be most valuable when councils have developed some sense of security about themselves first.

3.2.3 Student Development

Unlike research activities which were conducted primarily by staff, and public awareness activities which were performed by both staff and council members, student development activities primarily involved the council members, usually the business and education representatives. The primary focus of these activities was in-school youth; their purpose was to increase student knowledge of and experience with the world of work. The most common student development activities included career speakers, site or plant visits, shadow experiences and the development of career resource centers and community resource banks. Council members either conducted the activity themselves (such as speaking to youth about a particular career or occupation or leading students on a plant tour),or engaged others from their organizations in the activity's implementation. Some councils did not conduct student development activities directly, but rather facilitated their conduct. In a minority of communities, usually rural or without a history of community involvement, student development activity was innovative or new to the community. In other communities it represented an expansion of similar activities, involving larger audiences, more frequent activities, or the addition of some new activities. In two of the 12 communities visited, the council was perceived as seeking to replace existing structures and programs in its chosen role as facilitator of student development activities. A sample of the types of student development activities conducted by councils is given below:

- The Sioux Falls council coordinated the development of a shadow work experience program in a rural high school. Several council members were involved in different aspects of the program: in gaining support from local organizations like NAB and the Job Service; in leading the council to a university professor who had created curriculum materials for such a program; and in volunteering and approving the use of one rural high school as a pilot site. Twenty-two students were enrolled in a career awareness class for six weeks, preparatory to their one-day shadowing experiences. Persons to be shadowed were also briefed as to their responsibilities by the program's collaborators. Afterwards, feedback from students, employers and shadowed employers was obtained.

- In Bayamon, individual council members--usually educators and business representatives--participated as speakers or as referral sources for speakers in all-day seminars for secondary school aged youth and school guidance counselors. In one seminar, the morning speaker engaged the 80 youth present in exercises in career decision-making, while the afternoon speakers described their own occupational backgrounds and the details of their jobs. Although this program had been conducted by the Interamerican University of Puerto Rico, Bayamon's parent organization, the University agreed that its program had not been successful and allowed the council to take it over.
- The Livonia council helped to implement the Michigan Occupational Information System in 12 sites, including four public high schools in western Michigan. They influenced the Wayne County Office of Manpower to provide $114,000 for computer programs, the Livonia CETA Office to contribute about $17,000, and the Livonia Public Schools to provide $9,516 for the maintenance costs of terminals located at these facilities. High school and out-of-school youth can use these facilities to learn about the job requirements of various occupations.

As Figure 3-1 illustrates, there are a few activities commonly classified as "student development" that were not undertaken by the education and work councils we investigated. These include: internships, work-study programs, alternative semesters and contract apprenticeships. There are at least two possible reasons why the councils did not undertake these specific efforts. First, each of these activities requires broader and more intensive participation by a community's business and educational institutions than the activities previously described. Since councils were not at a stage in their development where most of them felt comfortable about their role or their power in the community, it is not surprising that they shied away from activities which involved substantial resources outside of the council membership itself. Business representatives, in particular, were reluctant to involve superiors in their organizations or colleagues in their own or other firms, unless they felt sure that such an action would benefit all concerned. This attitude was not prevalent in all councils, but it did keep some councils from broadening their scope and expanding business participation in council activities.

A second reason why these particular activities were not undertaken may involve the nature of educational participation on most councils. As previously mentioned, representatives of public high schools were most frequently represented and most active on councils. Educational institutions which serve out-of-high school or alternative school populations were less frequently represented or active in council activities. These types of institutions, including community colleges, vocational institutes and alternative schools, often have a mandate to develop internship, work-study or alternative semester projects that are not provided by traditional high schools. Moreover, today's educational environment makes it unlikely that traditional high schools will engage in such projects. Declining enrollments, pressure to keep local property taxes down while increasing teachers' salaries, and the "back to basics" movement in education all put pressure on traditional educational establishments to do away with any programs that dilute the importance of the school and the teacher. The programs that get dropped are often those that involve career education, including work-study, alternative semester and internship projects.

The conduct of student development activities by education and work councils is not a new or unique contribution of education and work councils. Other community councils and programs often sponsor similar activities. As a result of conducting these activities, however, education and work councils have begun to relate concretely to their communities. Although the councils may come into conflict with other community organizations in the process, conduct of these activities may be a necessary step if councils are to legitimize themselves as community organizations and carve out a role for themselves as one such institution. What remains to be seen is whether councils will go beyond this stage and begin to involve broader and more intensive community participation in activities and projects that are not currently available in most communities.

3.2.4 Staff Development

Eight councils conducted at least one or two major staff development activities. These activities were designed to improve the skills and knowledge of, and resources available to, the community's youth service providers. This group primarily includes members of community service organizations, school teachers and guidance counselors, but occasionally includes representatives of business as well. Some activities, like the preparation of community resource directories, were completed by staff. Others, like in-service workshops, utilized the resources of council members and institutional affiliates of council members. A few specific staff development activities are described below:

- The Mesa council staff developed a "Youth Counselor's Guide". The guide is in three parts--"Social Services", "Proprietary Schools", and "On-site Programs". Each part begins with an alphabetical index. In the case of the section on social services available to Mesa youth, 88 agencies are listed. Contact information for each program is provided, along with a statement of the program's purpose, participation guidelines, sources of support, user costs, types of youth served, social services provided, etc. The proprietary schools listing includes 101 schools, with information on accreditation, loans, staff and student enrollment, class schedules, entry requirements, etc. At least 175 guides have been distributed.
- A few councils either co-sponsor, or were attempting to co-sponsor, Career Guidance Institutes. The Puget Sound council co-sponsored a month-long institute with the Tacoma Metro National Alliance of Business and the Tacoma Community College. Public school educators and public sector officials attended the institute, designed to increase educators' awareness of the business world and of specific occupations and their requirements.

  Council members helped convene the institute and acted as keynote speakers. The Bridgeport council executive director assists the NAB metro office with its Career Guidance Institutes, which serve approximately 30 area teachers, counselors and school administrators in eight-week sessions, familiarizing them with the operations of 25 local companies and 300 different jobs. The St. Albans council is hoping to participate in a Career Guidance Institute recently proposed by the Chamber of Commerce in St. Albans.

- The Santa Barbara council, in conjunction with NAB, the Office of the County Superintendent of Schools, the local Employment Development Department (Job Service), and five high schools obtained a $260,000 Youthwork grant to initiate an employer-based counseling program for 500 youths from participating area high schools. The council is responsible for one task under the grant--the recruitment and training of 250 employer-based counselors. At the time of our site visit, council members had recruited over 125 counselors and the executive director had held several training sessions.

3.2.5 Administrative or Policy Concerns

Although councils did not attempt to influence policy, particularly when that involved coordination with state or federal level actors and activities, several councils did seek to address issues of current concern, such as sex role stereotyping. Figure 3-1 reflects the policy issues that councils, particularly council staff, became involved with. There were councils, particularly council staff, became involved with. There were activities in four sites (Philadelphia, Puget Sound, Sioux Falls and Worcester) which focused on counter-acting sex role stereotypes. The Philadelphia council convened a team of people concerned with helping young women in school to pursue vocational education geared to nontraditional careers. The proposal was subsequently funded for $190,000 by two agencies of DOL, the Office of Youth Programs and the Women's Bureau. The YWCA runs the program, which has enrolled 100 women. The council's executive director was responsible for locating the funds through his contacts with DOL, and the council continues to support the program through informal technical assistance provided to the staff by the executive director and through several key members of the council who participate on the program's oversight committee. The Worcester council's staff was awarded a $30,000 grant to train CETA staff in the reduction of occupational sex stereotyping. The Puget Sound council's Center on Work and Productivity previously focused exclusively on youth, but a new thrust directed at adult groups with unemployment and underemployment problems, including primarily women and handicapped persons, is being institutionalized in the Center. The staff of one council, Sioux Falls, devoted primary efforts to conducting research that could affect local, state and federal policies in a variety of areas pertaining to youth transition, including sex-role stereotyping.

Three of the four administrative/policy concerns which no council or only one council engaged in represent activities which necessitate involvement with jurisdictions beyond those of the councils themselves and involvement with the regulatory process. Inter-district/state collaboration, credentialing, licensing and certification procedures, and statutory restrictions all entail working with "higher" level bodies such as state legislatures or agencies beyond the confines of the council's primary mandate, including school boards, industries, unions, and other groups in neighboring communities. Such activities require special knowledge (e.g., of legislative or decision-making processes), a great deal of effort, and frequently, pre-existing personal contacts. Indeed, the one council which engaged in statewide collaboration, Philadelphia, has an executive director who had previously established contact at the state level. Furthermore, a former Philadelphia education and work council member now holds a key policy level position in Pennsylvania state government. In short, education and work councils are community councils, and their focus of attention has usually been their immediate community. Even though state and federal policies affect local transition efforts, council members usually preferred to conduct and facilitate concrete activities in their own community than to influence state or federal policy vis-à-vis youth transition.

3.3 Activities and Community Needs

Council activities were also examined to determine whether the activities constituted new ventures in the community or whether they had already been implemented in the community by other agencies and were merely being continued or expanded by the councils. In Bridgeport, council activities were similar to those undertaken by the NAB metro office except that additional staff, namely the Bridgeport council's executive director, became involved in those activities. Other sites built upon existing services in the hopes of improving them, some with controversy and some without. For example, the Worcester council attempted to take over field experience clearinghouse activities previously undertaken by two other institutions in order to be able to provide more coordinated service. The Bayamon council encountered less controversy than Worcester in attempting to take over a seminar program, presumably because the Interamerican University which had been conducting the program and which was the council's parent organization, approved the action. Indeed, by adding incentives like free meals and by adding more speakers from different occupational backgrounds, the seminars have achieved greater popularity under the council's direction. In short, most councils have undertaken activities which, if they are not unique to their communities, at least represent an attempt to improve existing services.

3.4 Activities and Council Goals

One possible indicator of effective council management and leadership, and hence of early developmental progress, might be the extent to which a council's activities conform to its expressed goals. The councils revealed a wide range of congruence between goals and activities. There was a good match between goals and activities in four sites (Livonia, Philadelphia, Santa Barbara and Sioux Falls), partial congruence in two sites (Bayamon and Puget Sound), and little relationship between activities and goals in one site (Mesa). At the time of our visit, goals had not been well specified in St. Albans, aside from a brief discussion in the original proposal to AACJC, while in Lexington the staff and council members frequently updated goals. Documentation is lacking in the last two sites (Bridgeport and Worcester) to assess this dimension of council activity. Three of the four councils whose activities matched their goals most completely are also sites in which considerable council activity was undertaken (Livonia, Philadelphia and Santa Barbara).

A few sites attempted to evaluate the extent to which their activities fulfilled their goals. Bayamon and St. Albans were required, as a condition of their AACJC contract, to be evaluated, and both apparently benefited from the results. The evaluator of the St. Albans council pointed out the importance of cutting council ties with the local community college if the council was to establish its own identity and provide service to high school-aged youth. Staff and membership of the Bayamon council also took its evaluator's findings to heart, seeking to involve key sub-sectors (e.g., the media) which were not previously involved in council activities. The Sioux

Falls council commissioned a process evaluation which helped to provide the council with some suggestions for restructuring itself. Finally, several councils utilized simple feedback instruments to evaluate discrete council activities.

3.5 Participants and Recipients

The number and type of individuals who participated in council activities varied according to the type of activity being conducted. The number and type of individuals who engaged in council activities also varied considerably across sites. In sites such as Bridgeport, Livonia, and St. Albans, only one or two persons implemented the majority of activities. In other councils such as Philadelphia and Puget Sound, several people participated in directing activities. In five councils (Bridgeport, Livonia, Mesa, St. Albans and Worcester) activities were run almost exclusively by staff members, sometimes with the assistance of one or two council members. In four sites (Lexington, Philadelphia, Santa Barbara and Puget Sound) council members were heavily involved along with the staff. In those sites in which council members were involved in activity implementation, education sector representatives participated in more council activities than did members representing in any other sector. For example, the Mesa council's youth service agency conference was organized largely by that council's executive director and its high school (career education) representative, although other council members participated as group leaders and discussants.

There appears to be a relationship between activity level and membership involvement. Active sites (Lexington, Philadelphia and Santa Barbara) experienced extensive member participation in council activities. The staff of the Livonia council conducted much of the council's business without the visible involvement of its membership, although there was considerable "behind the scenes" involvement by council members.

Although an examination of sectoral participation in council activities failed to reveal any definite patterns, some patterns emerged from an analysis of which sectors were the intended recipients of council activities.

Teachers were the beneficiaries of at least one major council activity in every site except Bayamon and Sioux Falls, and school counselors were the intended beneficiaries in one of these sites and in four others. Council members themselves were the target audience of one or more major activities in eight councils. Whether as facilitators or implementors, six councils focused at least one activity on secondary school students, and four other councils sponsored activities designed for youth in general. Thus, ten councils devoted some time, either through their staff, their membership, or a subcontractor (in the case of Mesa) to helping youngsters.

It is interesting to note that three councils (Livonia, Philadelphia, and Puget Sound) have made plans to expand their original target audience of youth to the adult population. Projects focusing on adults were just getting underway in one site (Puget Sound) at the time of our visit, and being actively sought in two others (Livonia and Philadelphia). On the other hand, Jamestown, a site not considered for purposes of analysis in this chapter because of its exclusively adult focus, was expected to expand its mandate to include youth but failed to do so.

Business was a target of council activities in five sites (Bayamon, Mesa, St. Albans, Santa Barbara and Puget Sound). In the first three of these sites, the activities primarily involved making business groups aware of the council's existence, of local youth transition issues, or of programs they could participate in to hire disadvantaged youth. Government agencies, in particular youth-serving agencies, were a target group in five sites (Bayamon, Lexington, Mesa, Philadelphia and Puget Sound). The general public was targeted for one or more activities by only three councils (Bayamon, Lexington and Sioux Falls). In no site was labor a recipient of a council activity.

Clearly, the three major audiences of most councils have been their own members, school teachers and guidance counselors, and youth (whether in school or at large in the community). Less attention has been given to activities targeted to business, government and labor. If we consider multiple sectoral affiliations of the recipients of council activities to be an indicator of a council's growth, then this limitation is further corroboration that councils are at a pivotal point in their development.

The fact that educators were the most frequent participants in most councils' activities and also the most common recipients of them indicates the need for other sectoral representatives to become more involved in initiating council activities and for more activities to be aimed at sectors other than education. For example, business representatives need to become more active in initiating council activities aimed at other businesses in the community. Otherwise, councils may become overly involved in the activities of the educational sector to the exclusion of activities, like job training and placement, that occur in the private sector and in community based organizations and which are essential to successful youth transition. Moreover, without such a broadening of focus, the councils themselves will not become established as community organizations.

4.0 THE ROLE OF ENVIRONMENTAL FORCES

Each council's development has been affected by contextual factors. These factors are termed "environmental forces" to distinguish them from variables pertaining to the council itself--its membership, staff, leadership, etc.--described in Chapter 2.0. Environmental forces create a local context for each council's development. Our investigation of environmental forces in 12 council sites found that these forces played a minor role in the early development of most councils, compared to the roles played by leadership and member participation. Some forces, such as the council's parent organization, are critical in the early development of a few councils, and some parent organizations continue to have substantial influence over councils. Other forces, such as the politics of a school board or town council or the magnitude of the youth unemployment problem, have had less influence on council development up to this time. As developing councils become more integrated into their communities, however, it is likely that environmental forces will begin to play a larger role in the evolution of local councils.

This chapter discusses the various environmental factors which have affected council development. The first four factors considered are those environmental factors used in our site selection procedure: pre-Consortium council history, federal intermediary, type of locality and existence of other major youth programs. Other external factors examined include: the role of the parent organization, the community's traditions and values, the community's economic situation and the community's politics.

4.1 Pre-Consortium Council History

One of the differences among the 12 councils is their prior history. Although a few councils were already functioning as councils when the Consortium was founded, other councils were first introduced into their communities as a result of the availability of DOL funding through the Consortium project. There were, as well, a number of councils which occupied a middle ground, with an interest group already formed or a few key individuals in the community having discussed the idea.

Our original hypothesis was that councils which were existing prior to the Consortium project might be further along in their development than new councils. They may exhibit better attendance levels at council meetings, more active and broader participation of council membership, and more activities that involve linkage with institutions and individuals outside the councils. Based on a sample of twelve, including only two which were existing prior to the Consortium, it was difficult to confirm or deny this hypothesis. However, the examples provided by the two councils which pre-existed the Consortium do provide some insight into the challenge that having a history confers on an education and work council.

In joining the Consortium, the Worcester Area Career Education Consortium's director hoped to be able to guide the council away from conducting specific projects, and towards a facilitative role in the Worcester community. NMI funding permitted some financial support for this purpose to supplement the extensive grant support that the council was already receiving to conduct specific projects. This process orientation would have engaged the Worcester council in a wider network of community relations, as a clearinghouse for Worcester's programs and services aimed at improving youth transition. Even though the Worcester council included representatives of these programs among its membership, its executive director encountered internal and external resistance to this initiative, and the council was forced to retain its project orientation. Consequently, the fact of this council's pre-existence did not enhance the speed or effectiveness of its role transformation in the community. Indeed, pre-existence may have been a hindrance in this case. The council's reputation for conducting projects was perhaps too valuable to tamper with.

While the Worcester council's executive director sought to use the NMI funding to change the role of the council in the community, the Livonia council's director sought to change both the role of that council and the council service area. The executive director of the Livonia council sought to broaden the council's purview to include the entire Wayne County area.

Thus, the council's service area would include less affluent cities such as Detroit, along with more affluent communities such as those represented by Livonia. Curiously, the Livonia council's executive director sought to build up the project orientation of the council. A key goal was to establish the council as the Wayne County CETA's Private Industry Council, with an ability to administer funds and operate projects. As in Worcester, there was opposition to these initiatives from the council membership, many of whom resided in Livonia, although the Livonia council's executive director was successful in changing the service area of council activities.

The moral in both of these stories is that council leaders who expect to use new monies to change the role of existing councils can also expect opposition from existing council members who may be comfortable with the status quo. Worcester council members were comfortable with that council's project orientation and uneasy about its becoming "process" oriented. The Livonia council members, may of whom resided in Livonia, were reluctant for the council to expand to serve a larger area, but were convinced to do so by the increased prospects for power and control over resources that such a move would permit the council.

Interest groups that were to become councils experienced some of the same difficulties in becoming a Consortium council. Among this group are Philadelphia, Puget Sound, Mesa and Sioux Falls. In each case there was a community group concerned either with youth or with inter-sector collaboration already existing when NMI began screening sites for possible Consortium members. In each case, joining the Consortium as an education and work council meant that either the group's focus or its membership had to be broadened. With such changes came growing pains and, sometimes, controversy. The independent development of the Sioux Falls and Puget Sound education and work councils was hampered by their linkages to parent organizations. Since that time, there has been a division of labor between the CENCOAD staff and the council in Sioux Falls which may ultimately serve to strengthen that council's independence and foster new council leadership.

Mesa and Philadelphia present more extreme cases. The Mesa council initiators were insufficiently involved in the selection of an executive director and were unsuccessful in their attempts to distinguish the respective roles of the education and work council and the local career education advisory council. Some early membership recruitment efforts faltered, then some of the Mesa council's key actors resigned. To compound these problems, the council's executive director was inexperienced and could not manage the identity crisis confronting the new council. Thus, in this situation, a variety of problems contributed to the original interest group's failure to capitalize on its previous experiences. In Philadelphia, an original activist on the Philadelphia advisory council on career education led the NMI grant effort and was chosen by a group of his colleagues to become the executive director of the council, once it was formed. The individuals were successful in articulating a council focus on CETA youth-serving agencies and an interest in performing a function that was clearly not being performed by any other group. The leadership, and the members' involvement in the choice of leadership, were probable factors in the achievement of the desired transition in this case.

The third group of councils were new. They had neither an internal organization nor an external reputation. Their challenge was not to extend and solidify their membership or to develop or re-cast their reputations in the community, but rather to inseminate a few key people with the community collaborative council concept, so that the development of internal organization and external reputation could follow. A potential liability in the early development of each of these newly-organized councils was their connection to a parent organization which (often) supplied the funding and the executive director. In Bayamon, St. Albans, Bridgeport and Santa Barbara, the funding and executive director were supplied in this way, prior to membership organization. In the first two of these sites, this sequence of events did set the council's development back. Each has since hired a new executive director, chosen by the membership, and their progress in terms of internal organization and development of community image or purpose have improved. In each case, too, the original parent organization is no longer provide a mechanism through which local councils could receive technical assistance and share information with each other. DOL also chose three intermediaries in order to study the effects of differences among them. For example, how would the on-site presence of a federal intermediary affect the councils? How would the orientation and style of the federal intermediary affect the councils? How would the circumstances under which the intermediary became involved in the Consortium affect its relationship with the councils? These questions are answered below, following a brief description of the nature and extent of intermediary-council relationships.

NAB-council relationships

The Washington NAB office was asked by the DOL to locate and fund education and work council activities in five localities. Once the Washington office had identified the five NAB metro offices to receive $25,000 each to support education and work councils, its job was effectively done. The education and work councils selected by NAB had little direct communication with the NAB office in Washington, D.C. Communications were infrequent and usually initiated by the NAB metro office. When contact was initiated, it was usually for the purpose of obtaining information on NAB-sponsored programs or news of upcoming legislative initiatives. The NAB office in Washington, D.C. rarely initiated contacts with local councils. NAB-sponsored councils received most of their information from the clearinghouse activities of NMI and some relationships they had established with other AACJC or NMI-sponsored councils in their geographical area. No substantive technical assistance was provided and little was sought. The NAB-sponsored education and work councils were, moreover, not necessarily under the control of the local metro office. Formal reporting to NAB included brief quarterly reports, annual reports and periodic financial reports.

AACJC-council relationships

DOL asked AACJC to participate in the Consortium project by locating community colleges willing to administer education and work councils. AACJC was given extra funds to support these councils--$50,000 for each council. To distribute these funds, AACJC issued a request for proposals. After selecting the colleges to receive awards, the Washington office of AACJC tried to maintain a constructive, non-directive relationship with its newly funded councils. Information exchange between the Washington-based AACJC and the two AACJC councils investigated in this study was frequent. AACJC responded to council requests for information, and initiated information exchange. AACJC staff visited all the councils at the outset of the project to address the membership, and returned at least once to monitor council progress and provide assistance. AACJC staff from Washington also maintained frequent telephone contact for sharing information, solving problems or just listening. Unlike the NAB metro offices, the local AACJC-affiliated community colleges exercised greater control over council development, and the Washington office of AACJC occasionally intervened to prevent the colleges from exercising too much influence. For example, early in 1977, Washington staff voiced concern over the St. Albans council's dependence on the Community College of Vermont. AACJC was concerned that because of the College's influence, the council was not concentrating on youth but on the College's own, older constituency. The St. Albans council subsequently severed ties with the Community College of Vermont.

Formal reporting by AACJC-sponsored councils included monthly progress and financial reports, annual reports and evaluative case studies (mutually developed by AACJC and the councils).

AACJC councils also participated in NMI-sponsored clearinghouse activities, and the Consortium's first dissemination conference in Burlington, Vermont was in fact hosted by the Vermont council. The St. Albans council director has been actively involved in the development of the new Consortium.

NMI-council relationships

The NMI staff were the architects of the community education and work council concept, and its most ardent supporters among the three intermediaries. NMI encouraged the councils and the concept of collaboration that they embodied in several ways. Willard Wirtz or other senior NMI officers addressed opening sessions of many councils. NMI program officers maintained telephone contact with the councils, visiting occasionally to provide guidance and exchange information. They provided each council with affecting council decisions. Santa Barbara presents the exceptional case, in that the Santa Barbara NAB did not intend to become involved in council activities, except in contacting key members who could in turn contact others and form a council. Indeed, the Santa Barbara NAB office's recognition of the need for council independence, and its ability to attract high-level, powerful community leaders to organize the council, were factors in the quick development of this council into an independent community pressure group. The Lexington council was also newly developed. It did not have a parent organization which could affect its development, and its early growth was primarily affected by other factors.

To summarize, we found that councils that had a history in their communities, or those that had interest groups established, were not necessarily able to use their history and experience to advance their early development. The councils that were able to do so benefited from persuasive and independent leadership and broad agreement of the members to form an education and work council or alter the role of an existing one.

4.2 The Federal Intermediary

All councils had a federal intermediary who provided seed money and varying degrees of influence and direction. Two of the councils studied were sponsored by AACJC and two by NAB. The remaining councils were selected by NMI. The councils and their intermediaries are listed again here:

AACJC

St. Albans
Bayamon

NAB

Bridgeport
Santa Barbara

NMI

Jamestown
Mesa
Lexington
Worcester
Sioux Falls
Puget Sound
Philadelphia
Livonia

The primary function of the federal intermediary in the Work-Education Consortium project was to de-federalize the project's image, and a copy of The Boundless Resource, urging particular attention to Chapter 4 which describes the concept of a collaborative, local education and work council. NMI also sponsored a number of conferences for members of the Consortium, including four regional dissemination conferences for council staff, council leaders, and other interested community officials.

As the leader of the collaborative council movement among the intermediaries, NMI was expected to provide a great deal of technical assistance and information exchange to councils. All councils praised NMI for its responsiveness to requests for information. The conferences were also cited as beneficial, particularly by those councils that utilized the opportunity to engage in detailed discussions of how to establish and guide a council's early development. The information exchange generated during these meetings continued primarily between NMI and individual councils, and to a lesser extent among the councils themselves. NMI's information requirements of councils were also extensive. NMI required detailed quarterly progress reports and financial statements. As with all intermediaries, NMI also required its councils to provide considerable documentation in their annual proposals for continued funding.

Because of their high expectations, some councils were inevitably disappointed in the extent of technical assistance provided by NMI. NMI did not try to provide direction. Most councils appreciated this, but at least one council was frustrated by it. A few councils were also disappointed in NMI's lack of aggressiveness in seeking future funding sources for the Consortium councils. Even though NMI had encouraged councils to locate local sources for future funding, many councils still expected NMI to obtain grants for them and to exert influence on their behalf.

The problem of expectations helps to explain the differences in relationships between the federal intermediaries and their locally-sponsored councils, certainly where NMI and NAB are concerned. In contrast to the NMI councils, the NAB councils had no expectations, and generally perceived themselves as receiving funds to support an executive director to expand existing activities. In a sense, their focus was the most locally determined of any of the intermediary-sponsored councils, simply because they had so little direction and no demands placed on them from Washington.

Consistency of message to the councils was also a problem which plagued each intermediary at various times. NMI, in particular, was naturally caught between its zeal for the Consortium project and its desire to be non-directive. The result was that NMI's role was often unclear to council members and staff. AACJC staff also had some trouble initially in locating the correct balance between intervention and non-intervention. Moreover, both NMI and AACJC had received additional funds from DOL to sponsor education and work councils. Each felt accountable to DOL for the program's development. NAB, which had not received any additional funds, avoided the problem of mixed messages by hardly intervening at all in the progress of councils' development. Since there were no additional funds involved, NAB probably did not feel as responsible for the councils' development as AACJC and NMI did.

The business orientation of the National Alliance of Business and the Chamber of Commerce probably affected the style more than the substance of council activities. The NAB councils are smaller and their decisions are made more efficiently than in NMI and AACJC councils, but the issues of concern to the membership and the activities undertaken by them are quite similar to those of councils sponsored by other intermediaries. In AACJC, NAB and NMI-sponsored councils, for example, one finds the pattern of concentration upon what the educational sector should do to alleviate transition problems. Council activities are infrequently directed at what business should or can do to ease youth transition. Santa Barbara's council provides an exception, however, in that it has successfully engaged 150 employees of area employers as "youth counselors" for a Youthwork program. No other council in our sample successfully involved the local private sector to that degree.

Although NMI is not linked with any particular orientation by name, most of the NMI staff that councils came into contact with were research and policy-oriented. The primary way in which this orientation came across was in respect to NMI's emphasis on "collaboration" and on a process orientation. No council, NMI or otherwise, disputed the importance of collaboration and the facilitative or catalytic role the council could play, although in one or two cases the words seemed to get in the way of action. In short, NMI's orientation, like NAB's, also affected the style of some of the councils.

Education and work councils sponsored by AACJC are not necessarily affected by that organization's educational orientation. The effect here is largely that produced by the circumstances of the local community college and the conceptual and practical guidance given by Washington-based AACJC staff.

Overall, the role of the federal intermediary in council development was minor compared to the role played by council leadership, nature of the membership and membership participation. The most serious problem in the use of a federal intermediary was the uncertainty of roles and expectations this arrangement created among federal intermediaries and between intermediaries and councils.

4.3 Type of Locality

Some researchers of education and work councils have suggested that such councils may be most appropriate and therefore, most successful, in rural areas where there are limited resources for inter-sectoral activity and where career and vocational education programming is lacking.[1] Two of the councils we visited were classified as "rural." In these areas, education and work councils appear to be valuable for all services, particularly those which bring specific projects or activities to remote locations.

The value of councils in urban areas may be measured precisely by their ability to steer clear of duplicative involvement in the delivery of services--facilitative or otherwise--performed by other agencies or groups. Moreover, this is true in both large and small cities. Through general revenue sharing, small cities are sharing in the proliferation of new funds and programs for all types of social welfare purposes, and they now appear to be facing the same types of coordination problems that plague large urban areas. The experience of councils like Mesa, population 136,000, and Worcester, population 200,000, are good examples of this.

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[1] Gregory Wurzburg et al, "An Assessment of Community Work Education Councils: 10 Case Studies," unpublished paper, November 4, 1977.

4.4 Existence of Other Youth Transition Programs

Another key aspect of the community context which is somewhat related to the community type and size factors is the presence or absence of other major youth transition activities. It was thought that councils operating in program-rich areas would choose to de-emphasize programs in favor of either brokering activities or other non-program modes of operation.

The presence of other major programs is, indeed, restricted to small and large cities. There are major youth transition activities in Puget Sound, with a Youth Job Entitlement Program, and in Worcester, Philadelphia, and Mesa with federally funded career education programs. In each case the council operates independently of the programs already in place, and the councils do not use council members or resources to expand the impact of these other programs. Nor were these the councils that de-emphasized programs--although Philadelphia and Puget Sound do come close to taking on a brokering role.

In smaller areas serving primarily rural populations, there are few transition programs underway. The Sioux Falls council, for example, chose as one major activity a six-week career education course followed by a two-day shadow program for 22 high school students from a small town 30 miles from the city. There was consensus among council members and townspeople that nothing in the way of transition programs would otherwise have been provided. It would appear that the choice of council role or mode of activity, as one objective in council development, is considerably clearer for council members in communities which serve rural areas and which have no major youth transition programs.

4.5 Community Traditions and Values

Perhaps the most obvious way in which community traditions and values affect the development of education and work councils is in their ability to gather volunteer resources to participate on these councils. Most councils were able to create a membership roster of between 11 and 41 members within a short time after notice of grant award. The tradition of voluntarism in American communities demonstrated itself in the creation of these councils. Early support for the education and work council was particularly enthusiastic in Mesa, where the resources and influences of the Mormon church, and its emphasis on community self-help are behind many of that city's volunteer efforts.

In one site, a high degree of active, voluntary participation on the education and work council was achieved in the absence of a community tradition of voluntarism. Council leaders in Bayamon, Puerto Rico, used other means to induce members to join and maintain their steady involvement in council meetings and community-oriented activities. Meetings have been held in reserved rooms of favorite restaurants. Council members meet at 7:30 P.M., conduct their business, and adjourn for dinner at about 9:00 P.M. Awards are sometimes presented to council members at these meetings, in recognition of their performance of some outstanding community service. Perhaps more important than these incentives, however, is the perseverance of the executive director in maintaining regular telephone and personal contact with council members, contact which often must occur in the evening at council members' homes. In the absence of a community voluntarism tradition, special incentives and a special effort on the part of council leaders may be especially important to the council's early development and its ultimate perception of itself as a valuable community institution.

4.6 Community Economic Situation

One environmental factor which can affect the initiation of a council, its ability to decide upon goals, and its choice of role and activities is the community's economic situation. Elements of the community economic situation may include the level of youth unemployment, the rate of student drop-outs, or the percentage of households in poverty. In very few communities were data on current levels and trends in these areas collected, partly because it was unavailable and partly because councils simply did not try to collect it.

From talking to council representatives and reviewing councils' funding proposals, the two dominant "economic" concerns were school drop-outs and unemployed youth. Many councils were frustrated in not knowing the magnitude of the problem; some that attempted to invest substantial resources in studying the magnitude of these problems found themselves bogged down and unable to proceed to "activities." In addition, some council members, usually educators, pressed for consideration of the problems of a broader youth population. Members of this broader youth population, such as teenage mothers or youths in single-parent families, were not selected as target groups for council activities.

In a few sites, the council suffered from a sense of being a solution in search of a problem. In sites with a solid economic base and an abundance of "youth jobs" (fast food and temporary work), councils often found themselves floundering for lack of a sense of urgency. Although experience in "youth jobs" may not necessarily improve the chances of a smooth transition to a more permanent career, the availability of work and the eagerness of youth to take jobs created uncertainty of purpose among councils in such communities.

In sites where youth unemployment was perceived to be a problem because of a poor or deteriorating economic base (Philadelphia, Bridgeport, Bayamon, Sioux Falls surroundings, Livonia surroundings, and St. Albans), the councils surprisingly chose not to focus their efforts on job creation, but rather to lend active support to career education. In contrast, the councils which became involved in job creation programs (Puget Sound, Mesa, Santa Barbara and Lexington) were by and large in areas where jobs were most available. This tends to support the finding that councils tended to tackle problems that they perceived as within their grasp, rather than to tackle problems which they felt would take far greater resources than they had.

4.7 Community Politics

The history of volunteer efforts such as those represented by education and work councils illustrates how these efforts use three major strategies, sometimes in combination, to achieve their ends. Education, collaboration and confrontation are these three strategies. Confrontation becomes a relevant strategy when power, or control over resources, becomes important to a volunteer group. The intermediate objective thus becomes gaining greater control over resources.

For three of the 12 education and work councils we visited, gaining greater control over resources was an important intermediate objective in their goal of improved youth transition. In Philadelpia, for example, the council became an advocacy organization for community-based organizations in the city seeking their piece of the local revenue sharing pie. Moreover, the Philadelphia council acquired power via some of its members. The Philadelphia council was in turn able to use its position to successfully convince the Commonwealth to open up a third GED testing center at a local community college in the Philadelphia area, to help reduce the backlog of applicants waiting to take the GED test. In Livonia, the council director felt constrained by the political situation there (conservative municipal government) as well as the economic situation (low unemployment rate). He successfully steered the council toward a broader target area in which there would be greater resources to be had. In particular, the Livonia council was seeking to become the local PIC. The Santa Barbara Council acquired power primarily through its members, and with this power they were able to act to prevent the elimination, in a Proposition 13 environment, of a youth transition service provided by Santa Barbara's schools. First, an ad hoc committee of the council went before the school board to ask it to endorse the council's career education policy. The school board did so. Later, when the school board was considering eliminating the career technicians in the high schools and junior high schools, the same ad hoc committee returned to the school board and asked it to uphold its endorsement of the council's policy by not eliminating the technicians. This two-step strategy prevented the elimination of many of these positions.

The Santa Barbara example is particularly noteworthy because the decision to confront the established power structure was made by, and carried out with full support of, the entire membership.

Unlike the above mentioned councils, which used confrontative as well as educative and collaborative strategies to achieve their ends, most education and work councils were apolitical. They did not seek to initiate confrontation with the existing power structure or to acquire control over resources. On the other hand, few councils escaped the impact of local politics and local political events, much as they might have wanted to. The Bayamon council's development has been strongly affected by the local political milieu. The University under whose auspices the council is operated is a haven for partisans of the party that is currently out of power. The council membership, on the other hand, represents a bi-partisan group. In order to develop the council as a community youth transition service provider, its leadership has had to operate very deliberately to avoid situations which would pit the University against the power structure and force the council members to "take sides." One such situation was averted early in the council's development when the council had voted to organize a career day for high school students. The Department of Education, controlled by the party in power, rejected the council's call for a career day, arguing against removing so many students from school for a day. Numerous attempts to confront the Secretary of the Department failed. Council leadership subsequently decided not to pursue the matter and embroil the council members in controversy. While recognizing that such controversy might eventually be necessary, the leadership of the Bayamon council felt that maintenance of council solidarity was more important in the short run and would in the long run make the council more able to take bi-partisan stands and become a respected, powerful community institution regardless of which party is in power.

A structural impact of politics on the councils was found in Lexington. The mayor was one of the council founders and personally attracted a number of members. When the mayor announced he would not run for re-election, some members became less active. The council's development was thus temporarily slowed. This has been the case also in other councils where key early leaders bowed out or reduced their involvement in council activities before the council had developed enough of its own leadership resources.

A final example of the impact of local politics on the councils concerns Worcester. As a result of pressure to cut budgets, the Worcester

School Committee tentatively voted to eliminate the job of Career Education Coordinator. The individual with this job was a key council member, and the council was faced with a controversy regarding whether or not to fight the School Committee's decision. The Chamber of Commerce, with which the council shares office space, agreed to write a letter in favor of retaining the Coordinator's job, although that action conflicted with the Chamber's stand on limiting public expenditures. A number of council members were also reluctant to oppose a cost-cutting measure. When the council "went out on a limb" in favor of the Coordinator and lost the battle, the council became divided between those who had advised against taking such a stand and those (mostly the staff and the affected member) who had been defeated by the School Committee vote. The overruling of the council by the School Committee led the council staff to feel that the organization had lost some of its potential influence in the community.

If councils are to achieve prominence in their communities, they will need to gain skill in confrontation and conciliation techniques. In many cases it will be a savvy executive director who will make this possible; in other cases it will be the joint influence of prestigious council members which will make the difference. In conclusion, most education and work councils are affected by local politics, although few actively seek politicization.

Although one of the cornerstones of the Consortium project was the development of councils which were responsive to local needs, the role of differences in local situations in determining council characteristics or activities has been small. For almost every example of a council which seems to have been affected in a particular direction by its environment, a counter example can be produced. It appears as if the freedom given to each council to create its own goals, activities, structure and leadership style has permitted a large number of options, as noted in Chapters 2 and 3. Although the local situation serves as the context for these options, it has had far less impact than the variables affecting the internal organization of the council at this stage of most councils' development.

5.0 COLLABORATION

"Collaboration" has been considered the keynote of the Work-Education Consortium project. Each education and work council was to be a model of local collaborative action. Consequently, it became part of our task to assess the degree to which councils achieved this goal, and the feasibility of future achievement. In this chapter, we discuss the different definitions of collaboration and assess council achievement of collaboration according to these different definitions. The main purpose of this chapter, however, is to offer a new understanding of the concept of collaboration.

At the beginning of this study, our efforts to measure the achievement of collaboration were thwarted by the varying definitions that council members and staff applied to the term. Moreover, these definitions often disagreed with those put forth by researchers of the subject, as well as that which we inferred from our reading of The Boundless Resource. Rather than disregard these definitions, we looked at them all. As a result of this, the nature of collaboration as a process or as a sequence of processes became clear. We recognized that collaboration simply "looks different" depending upon where the observer stands, in time and place, vis-à-vis the education and work council. The councils, looking at collaboration from ground zero--before collaboration is actually started, and while problems for collaboration still exist--have a different viewpoint from those who focus on the effects of possible collaboration. Collaboration as a process engaged in by education and work councils needs to be understood as developmental, and therefore legitimately viewed in different perspectives by the council members themselves and observers or researchers of councils.

5.1 Definitions of Collaboration

In order to assess the achievement of collaboration from each of these perspectives, it is necessary to outline the various definitions applied to the term "collaboration."

5.1.1 Research Definitions

During the 1975-76 academic year, the Office of Career Education (United States Office of Education, HEW) sponsored 27 "mini-conferences" for members of the business, labor and education communities on the subject of career education. In one of these conferences, Dr. Kenneth Hoyt, then the director of the Office of Career Education, tried to push the career education movement onto a more "collaborative" track. He explained the meaning of collaboration by first distinguishing it from cooperation as follows:

> "Collaboration is a term that implies the parties involved share responsibility and authority for basic policy decision-making...Cooperation, on the other hand, is a term that assumes two or more parties, each with separate and autonomous programs, agree to work together in making all such programs more successful. To "cooperate" with another agency or organization carries no implication that one either can or should, affect its policies or operational practices."[1]

Collaboration means that local career education activists must rid themselves of the notion that "what we do (our policies and operational practices) is none of their business,"[2] while cooperation permits this attitude.

Dr. Hoyt continued by urging his audience to recognize that "...many community resources exist NOW...it is not a matter of building yet another superstructure on the already complex system of Education." Rather it is a matter of focusing primary concern on utilizing existing resources and building new resources, of focusing around the question of "'How much help can be made available to the individual?' not around the question, 'How much credit can we get for helping?'"[3]

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[1] Kenneth Hoyt, Monographs on Career Education: Community Resources for Career Education, U.S.D.H.E.W. Office of Career Education, Office of Education, 1976, pp.1-2.

[2] *Ibid.* pp. 1-2.

[3] *Ibid.* pp. 1-2.

In short, the principle of collaboration encouraged by Dr. Hoyt emphasizes "process" over "structure." It emphasizes the collective good over individual self-interests. Finally, it emphasizes the need for change, both in career education activists' policies and practices and in their attitude about sharing responsibility for the policies and operational practices of each other's institutions. Cooperation involves no such change in attitude.

Dr. Paul Barton, a senior associate of the National Manpower Institute and former HEW senior staffer, looks at "collaboration" from a different perspective. In particular, he envisions a council (a community education and work council) as a collaborative process. He proceeds to define the structural elements of that process, without distinguishing "collaboration" from "cooperation":

> "A process of collaboration means the participation of the important institutions and sectors of the community that have the responsibility, resources and influence to deal with the whole of the transition to regular adult employment...A collaborative process is identified by
>
> > being an organized activity with an agreed-upon policy for its conduct.
> >
> > the participation of representatives of education, business, labor, parents, the voluntary and service organization sector, the public, students...or at least a sufficient number of the above to provide the expectation of significant achievement.
> >
> > an involvement in the improvement of the transition arrangements rather than the rest of the group being "advisory" to any one of the represented institutions or sectors.
> >
> > the development of, or working on the development of, an agenda of substantive actions, a prioritizing of the items on the agenda, and planning, toward actually carrying out the agenda."[4]

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[4] Paul E. Barton, "Community Councils and the Transitions Between Education and Work," Industry/Education Community Councils: NIE Papers in Education and Work: No.9, U.S.D.H.E.W., National Institute of Education, December, 1977, pp. 11-14.

These definitions complement each other, with Barton's definition helping us to visualize what a collaborative process might look like in the form of a community council. However, there is one point on which these researchers seem to disagree. Hoyt seems to feel that collaboration requires placing the collective good above individual self-interest. Barton and his colleagues argue (principally in other articles and correspondence on the subject) that collaboration must build on self-interest rather than request a sacrifice of it. While the difference as expressed here may be semantic, it does sound as if the supporters of education and work councils expect council participants to find it in their self-interests to collaborate. This expectation may be overly optimistic. It is very difficult to try and use this strategy of equating self-interest with the collective good in order to convince people to pursue the collective good, particularly when the benefits of doing so are far into the future.

The concept of "self-interest" is critical to an understanding of the collaborative process, and it was obviously at the center of NIE's interest when it posed the question "Is collaboration possible?" NIE's definition of collaboration, as offered in the Statement of Work for this study, is as follows:

> "Collaboration is a participatory decision-making process involving an organized activity in which representatives from vested interest groups within a community give up a portion of their self-interest in creating a new, overarching identity to achieve a common goal."[5]

It would appear that the collaborative process, or the 'identity' under discussion, is a community education and work council. Obviously, NIE researchers believe that in order for this council to work--to be effective in solving youth transition problems--its goals, as an institution, must stand higher on members' priority lists than their own goals or those of their institutions.

The concepts presented in each of these definitions--Hoyt's, Barton's and NIE's--will be useful in developing the theory of collaboration further. So, too, will be some discussion of how the federal intermediaries communicated the term and how the council members understood it.

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[5] NIE RFP R-78-0007, p.11.

5.1.2 Communication of the Concept by Intermediaries

Although opportunities for orientation to the concept of the council and of collaboration occurred during council start-up meetings, subsequent technical assistance visits, and conferences, it was The Boundless Resource which gave the councils their primary orientation to collaboration and the council concept. Councils were instructed to focus chiefly on Chapter 4, entitled "New Means". This chapter, in the section of the book that deals with youth, offers practical suggestions for council activities. It follows a chapter called "New Ways," which discusses the need for a different institutional approach to youth transition. Building upon these ideas, Chapter 4 deals with establishing such new means as a clearinghouse of work-study and cooperative education prorams, an occupational information system, a youth placement follow-up component, etc. The reduction of institutional barriers is also addressed. In general, then, Chapter 4 offers examples of activities that a council could initiate easily, as well as some that would require more substantial collaboration.

5.1.3 Familiarity With the Concept by Council Members and Staff

The main methodology for this phase of Abt Associates' study of councils and the collaborative process was to collect data regarding council structure, process and activities. However, individuals were also asked to comment directly on their perception of the council's achievement of collaboration.

In general, council staff were more comfortable than council members in discussing collaboration, and members from the public sectors (education and government) were more comfortable than those from the private sector. In at least two sites the council staff were reluctant to discuss collaboration because they felt it had been overstressed and had caused confusion and irritation among council members. Business representatives, in particular, tended to be impatient with the lack of purposeful activity on the part of their councils, and they began to equate collaboration with extensive meetings, repetitive discussions and lack of action. Listed below is a sampling of definitions of collaboration offered; it is not intended to represent the majority of views, only the variety of them:

"not having everyone give pat answers"	(council president)
"everyone's involved, no one's passive"	(business leader)
"an exchange of ideas; a cooperative effort between education and industry"	(school superintendent)
"we all give up something at some point so we can reach our common goal"	(banker)
"educators come to us"	(manager of a manufacturing plant)
"educational jargon not used in business"	(Chamber of Commerce representative)
"cooperation is two programs which support each other without either one having to give anything and collaboration is the sharing of responsibility, commitment, and authority"	(educator)

As is evident from these comments, council members saw collaboration as a joint effort toward a common goal. Some members felt it was important that members "give up" something to be truly collaborative and at least one council president implied that collaboration involved change, in attitudes and practices.

Analysis of the actions of council members suggests that most council members defined collaboration in terms of their own actions, not the actions of institutions or other individuals in the community. The community's achievement of collaboration, with the council as facilitator, was not broadly recognized by council members as part of their mandate to be "collaborative". The council members appeared to equate the existence of the council with evidence of collaboration, rather than to think of the structure they represented as facilitative of collaboration among sectors in the community.

Nor did the majority of council members see themselves as "sharing policy-making authority." Some candidly asserted their lack of intention to work toward these ends. Business representatives in particular did not see how the experience of being on the council could change the way they operate their own institutions, much less permit those outside to share in making changes. This position was almost as frequent among educators, who occasionally asserted the role of the council in influencing them to make changes, but who generally did not entertain the idea of shared policy-making authority.

Most council members, however, expressed excitement over the value provided by the mandate for collaboration. They contrasted the education and work council favorably with other community efforts and other councils, and cited examples of business representatives and school officials, or, in the case of Philadelphia, CBOs, working together for the first time.

If we accept Hoyt's distinction between collaboration and cooperation, then it is fair to say that education and work councils engage in cooperative, not collaborative activities. However, cooperation can also be construed as an initial step in the development of collaboration. Individuals or institutions are unlikely to rush into sharing policy-making authority without ever having talked to each other, not to mention developing respect for each other's goals, trust in each other's judgments, and joint participation in activities. The education and work councils did allow this to happen.

5.2 Implementation of the Collaborative Process by Education and Work Councils

Another way to investigate the implementation of the collaborative process in the formation of the council is to assess it according to the four features described in Barton's definition. Most councils partially met at least three of the four criteria established by Barton. At the time of our visit, most councils represented an "organized activity with an agreed-upon policy for its conduct." All but one council was meeting regularly, and all had established structures (council president, executive committee, and task groups) within which to operate. Councils also achieved the active participation of education and business, although attempts to involve labor, parents, and youth were less successful. Councils were also independent rather than "advisory" to any of the sectors or institutions involved, even though one or two parent organizations were sufficiently dominant to influence a large part of the council's operations. On the fourth criterion, "the development of...an agenda of substantive actions, a prioritizating of the items...and a planning toward actually carrying out the agenda", the councils had more difficulty. Many councils attempted to create goals and activities designed to meet those goals, and most of these committed their thinking to paper. However, little prioritizing was done, and there was little evidence of concrete objectives or strategic thinking in most of the councils' plans. Most noticeable was a lack of long-term planning. The leadership of a few councils were aware of these omissions; some argued that the decision to avoid prioritization, specification of concrete objectives and time frames for achievement was purposeful. No doubt funding uncertainty also contributed to the ambivalence of council planning efforts. Nonetheless, council leadership and membership, and perhaps the federal intermediaries as well, need to recognize the inconsistency between the councils' planning process and the accepted tenets of a collaborative process, particularly as this inconsistency can affect future operations.

The NIE definition of collaboration focuses on the notion of self-interest, which is introduced in the earlier definitions. Each of the definitions of collaboration implicitly assumes that self-interests will be recognized. On community education and work councils, they would be recognized by the members and staff of those councils. Our study, however, found that many council members participated as volunteers on councils, without any real awareness of the self-interests involved. This style of participation hindered the process of collaboration (according to every definition) in a few councils.

The statement of work for this evaluation asked, "Is collaboration possible?" The answer is that the collaborative process can be construed as being several processes, or as working on many levels simultaneously.

The process has begun, on at least one level, in the communities served by education and work councils. For the collaboration envisioned in The Boundless Resource and by researchers to be achieved, however, more time, a greater understanding of the concept, and a willingness to entertain radical departures from normal inter-institutional and inter-sectoral ways of relating is needed--both by council members as council members and by council members as representatives of community institutions.

To assist councils in assessing the degree to which they have engaged a local collaborative process, we proceed to describe three dimensions of collaboration. This discussion is followed by a more detailed description of one of these dimensions of collaboration, to further illustrate how councils can measure their progress along this dimension. Hopefully, what will emerge is a new understanding of the meaning of "collaboration".

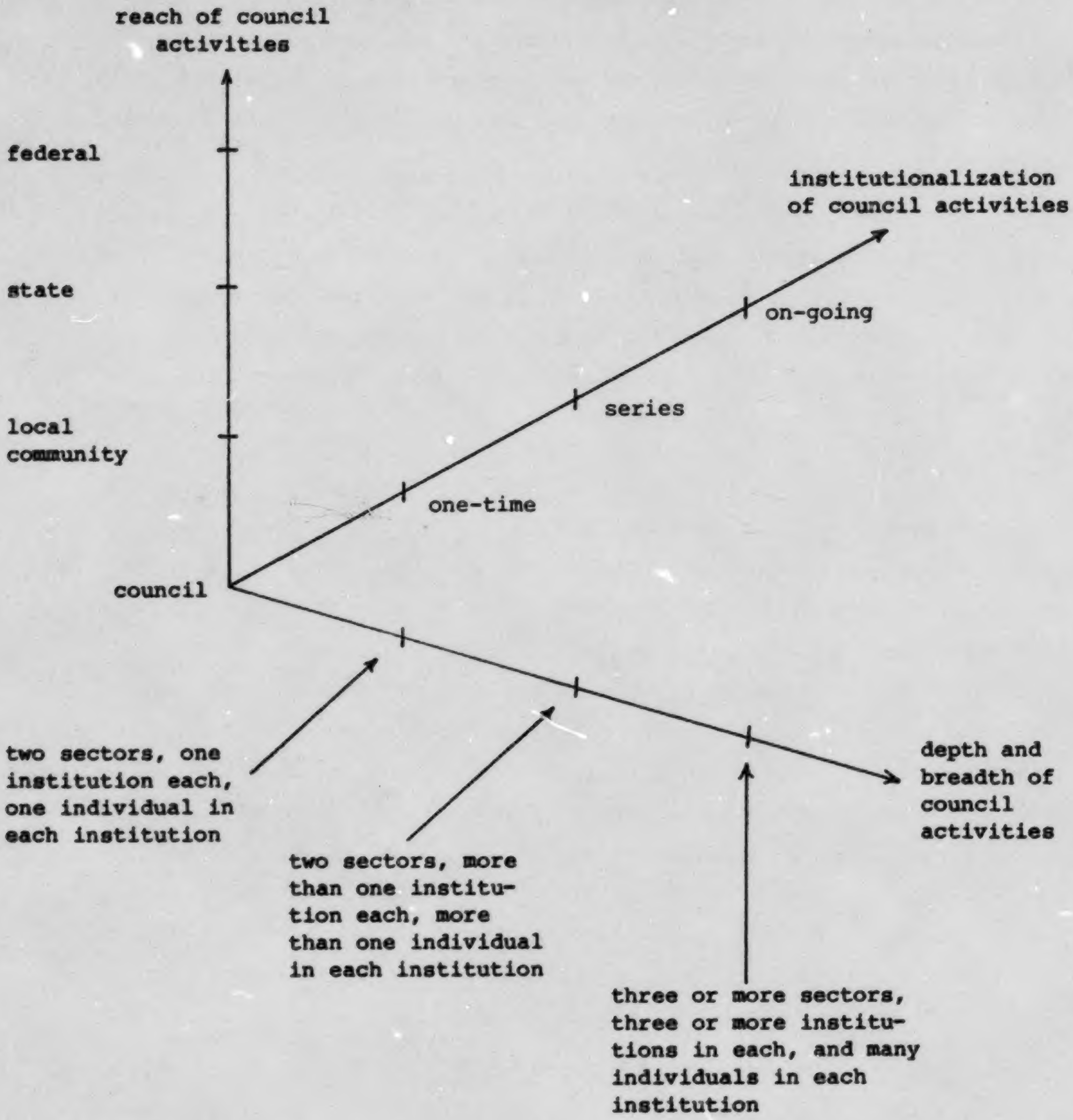
5.2.1 Dimensions of Collaboration

Collaboration of the sort envisioned in The Boundless Resource would seem to be measurable along three dimensions, as illustrated in Figure 5-1. If the council is viewed as the catalyst for the collaborative process, the reach of council activities might define one dimension of collaborative achievement. Council activities may involve only council leaders, or they may involve the entire membership. Beyond council members, other individuals may be involved in council activities at the local level, and beyond that, collaboration could be sought with actors at the state and even federal levels. Indeed, the staff of at least one council perceived collaboration as embodying the ability to affect local, state or federal policy on issues related to youth transition, although most councils, as previously noted, did not seek to collaborate with or influence agencies or individuals outside their particular communities.

Institutionalization of council activities is a second dimension of collaboration. Council activities may occur once, such as in the compilation of a directory; they may occur in series, such as when each week the local newspaper spotlights the career of a different council member; or they may become institutionalized, such as when the maintenance of a career resource center becomes an on-going function of the council. The education and work

FIGURE 5-1

Dimensions of Collaboration


reach of council activities
federal
state
local community
council
institutionalization of council activities
one-time
series
on-going
depth and breadth of council activities
two sectors, one institution each, one individual in each institution
two sectors, more than one institution each, more than one individual in each institution
three or more sectors, three or more institutions in each, and many individuals in each institution

councils in the Consortium project were encouraged to institutionalize themselves. Councils, in turn, attempted to become incorporated,.to break away from parent bodies, and to gain sufficient funding to enable their staffs to continue carrying out council activities. Recently, a national organization was formed to further the goals of existing and future education and work councils. Along this dimension, therefore, education and work councils have been fairly successful, although a major test will come as they begin their fourth year of operations and first year without any Department of Labor Consortium project funds.

A third dimension of collaboration is the *breadth and depth of council activities* at the community level. A council may work closely with two sectors, but this may mean only that it works with one local high school, one employer and one individual (usually the council member) in each of these institutions. Councils that are broader in scope might work actively with at least one sector other than education and business, for example, the government of labor sectors. Councils add depth, moreover, by working with multiple institutions within a sector, or multiple individuals within an institution. Indeed, as will be examined more closely in the next section, collaboration between institutions within a sector, and between individuals within an institution, may be two of the most difficult types of collaboration for councils to facilitate.

We assert that councils must work along each of these three.dimensions in order to have a lasting effect on the local youth transition problem, and that they must visualize each of these dimensions as mutually reinforcing. For example, the goal of institutionalization can be aided by increased breadth and depth of involvement in council activities. If councils establish a large, broad constituency, their chances of locating funding or other sources of support to maintain their existence will be improved. Greater support,.in turn, enables the councils to undertake new activities with larger numbers of local actors, and potentially, to be a vehicle for extending their reach--perhaps effecting change at a state or national level.

Progress along each dimension of collaboration will also increase the potential for long-term impact on youth. The institutionalization of a local voice speaking on behalf of local youth guarantees continuous attention to youth transition issues and the institutionalization of activities guarantees that their impacts will continue to be felt. The increased breadth and depth of local involvement maximizes awareness of the issue and the potential human resources available to attack the problem. Reaching beyond the local level can extend the benefits of the council's activity to other communities, and can help maintain interest at other levels of government which are parts of the problem and the solution.

5.2.2 The Breadth and Depth of Council Activities

Increasing the breadth and depth of council activities is the key challenge facing councils at this stage of their development. In order to assist councils in better understanding this challenge, we have identified four different components to council progress along this dimension. These components are described below and illustrated by the current activities of education and work councils. The word "cooperation" is used, because it in fact describes current council progress. However, the possibilities for collaboration (according to Hoyt this would involve shared responsibility and authority for basic policy decision-making) in each type of interaction should be borne in mind.

The education and work councils engage in four types of cooperation. The most common is cooperation between the council and other organizations. Every time a council is given office space by an organization or a guidance counselor is given time off to make a presentation at a council meeting, cooperation between the council and an organization takes place. Another common form of cooperation is between council members. In cases where members work together on a council committee, they cooperate. When they agree on an activity to be pursued by the council, such as the compilation of a resource directory, they cooperate. A less common form of cooperation is between institutions represented on the council. When a business person on the council agrees to take on two high school seniors for one day each in a shadow day program, the business and the school cooperate. In addition to the cooperation between council members that is involved, each institution is required to participate in the decision to conduct the activity. This mode of institutional cooperation, with a business or employer granting a favor to the schools, is the most common form of inter-institutional cooperation. Curiously, the least common form of cooperation engaged in is between institutions in the same sector or within institutions. In some cases the superintendent allows members of the guidance department to attend a Career Guidance Institute. In other cases, two business leaders may appear together at a seminar for youth on job seeking skills. In general, however, it appears more likely that a school will have established cooperative relationships with a particular employer or employers than it is for groups of employers to have cooperative relationships with each other (other than for fund-raising) or for high schools to have cooperative arrangements with each other.

Cooperation Between the Council and Other Organizations

One of the most common forms of cooperation between the council and other organizations was in the all-important funding area. The largest non-Consortium source of funding is CETA, and the most frequent use of CETA is to support one or more council staff through Public Service Employment slots.

In addition to receiving funds, councils also donate funds from their budgets to other organizations. This method of supporting youth transition programs was chosen by two councils. The St. Albans council gave $2,000 to a nearby high school to purchase and install career education software for their computerized Occupational Information System. The Mesa Council contributed $3,650 to the schools to employ a teacher during the summer to set up a "Jobs for Youth" program. (In neither case did the council become substantively involved in the activity beyond the donation of funds.)

Other forms of cooperation between the council and other organizations include cases where a council activity involves an organization or affects that organization. In Bayamon, for example, the council set up a Career Information Center at the Interamerican University for use by its students.

The Worcester council established a clearinghouse of field experience opportunities available to teachers, counselors and students. Almost every council conducts one or more activities of this type, where the council as an organization performs a service for the members of another organization.

The final method of council cooperation with other organizations is through brokering. This form of activity consists of the council as an organization working with two or more other organizations for their mutual benefit. The Worcester council arranged for some business representatives to meet with members of a local school department, and together they developed a career education curriculum. The Sioux Falls council arranged for a shadow day for a small rural high school by putting the superintendent and guidance counselor in touch with the local NAB director, who agreed to recruit businesses to participate.

Cooperation Between Council Members

This category of cooperation covers situations in which two or more council members, as individuals, cooperate to accomplish something which benefits one, both, or the goal of youth transition. This form of cooperation was most frequently evidenced in council members' working together on task forces or committees, but it was also evidenced in other ways.

In Santa Barbara, key council members from business and education appeared before the school board to ask it not to cut the budget item which provided career technicians in the schools. Philadelphia council members have used each other as resource persons when questions have come up in their own institutions. In Worcester and in Bridgeport, when one member's job was in jeopardy, the other council members went on record in support of that individual.

On another level, cooperation between council members was constantly emerging simply from their interactions at council meetings. At each site, council members commented positively on their experiences in talking with fellow members. A frequent finding was that members of other sectors had problems that were not too different from their own. Superintendents of schools and executive officers in industry shared in their frustrations in dealing with employee unions. Business representatives began to appreciate the schools' difficulties in trying to educate certain segments of the youth population. In several cases, council members asserted that they could now call certain individuals on the phone to get help with something when they could not do so before.

Cooperation Between Institutions Represented by Different Council Members

The next level of cooperation goes beyond the members themselves to include the institutions they represent. Achievement of this level of cooperation is an indication that organizations in the community are being influenced by the council's existence.

Some councils have begun to influence cooperation between members' institutions. In Bayamon, for example, curriculum designers at the Interamerican University got together with some business representatives on the council and worked out a number of changes in the university courses in order for them to be more relevant to the job market. A course in labor movement history was introduced into the Livonia Public Schools through discussions between the UAW representative and the school representative at council meetings. Fostering such cooperation between member institutions is the main activity of the Philadelphia council. They brought community-based organizations (CBOs) together with the CETA prime sponsor so that it could brief the CBOs on the procedures for applying for funding under the Youth Employment and Demonstration Projects Act (YEDPA).

Business' involvement with other institutions was restricted to assisting those institutions in making youth more acceptable and successful in the job market. Businesses opened their plants to classes on tours; they visited classrooms to teach students how to fill out job applications; and they provided counselors for a special job preparation program. No individual interviewed mentioned an incident in which a member representing business asked for or received any assistance for his or her company from council members or their institutions, however.

Cooperation Within Sectors

The least common area of cooperation engaged by the councils was cooperation within sectors. Secondary and higher education had little interaction; likewise for large and small businesses. Community-based organizations competed with each other for scarce federal program dollars.

In recognition of these barriers, some councils used their resources and membership to reduce the distance between institutions in the same sector; others facilitate intra-sectoral cooperation on behalf of youth in other, more subtle ways. In a story recounted by a Santa Barbara council member, a businessman was complaining about the low level of skills he found in the employees he hired just out of high school, which prompted another businessman on the council to remark, "You might get better workers if you didn't pay so little."

Business was active in intra-sectoral activities for raising funds. In Worcester a chief executive officer directed a campaign for fund raising from among member and non-member businesses. An example of intra-sectoral cooperation in government was the Philadelphia council-sponsored luncheon meeting of a representative of the city's youth agency with a Department of Commerce official, which resulted in implementation of a new youth employment program. In an example of intra-sectoral cooperation in education, the Michigan Occupational Information System was implemented in western Wayne County through the cooperation of a consortium of public schools, post-secondary institutions and CETA.

Conclusion

The types of cooperation described above primarily involve activities and partly attitude change. The pattern of sponsoring activities as one-time events limits the potential breadth and depth of collaboration. What would be different, and what no council at this stage of development has yet chosen to do, is to forge some on-going alliances across sectors so that cross-sectoral activities might become commonplace, and that the changed attitudes of the council members might permeate their institutions. Although this repetitive approach would still not be collaborative in the Hoyt sense, it would imply that closer involvement between the institutions is acceptable to each as a mode of operation. Only then would the breadth and depth of collaboration be enhanced.

6.0 KEY ISSUES IN THE DEVELOPMENT OF EDUCATION AND WORK COUNCILS: SUMMARY OF FINDINGS AND RECOMMENDATIONS

6.1 Council Activities Need to be Better Integrated with Planning and Implementing Specific Changes Designed to Improve Youth Transition to the Workplace

Council activities, the collaborative process and the very existence of councils themselves are to be judged in the final analysis on the basis of the impact they have on youth transition to the workplace. Presumably, a council can help bring about changes in the knowledge, attitudes, and behavior of individuals, groups and institutions in a particular community, and in so doing, help them to improve youth's transition.

Although considerable variety existed in the mix of council activities chosen by individual councils, one similarity can be discerned. Virtually all council activities were short-term in nature and demanded modest investment of time and commitment from members and their organizations. It is understandable that a focus on single, short-term activities would initially capture the councils' attention. Because they involve no major shift in resources, these activities are not controversial. They are easy to rally around and represent a way to get people collaborating on something concrete. They can be initiated quickly and do not require a great deal of organizational agreement to execute. Such activities can serve as a starting point for developing the comprehensive process of planning and implementing impact related changes, as even minor activities cause some changes in personnel responsibilities, resource allocation and communication patterns. If repeated often enough, these activities can eventually become incorporated into the regular rhythm of an institution.

Through this process, what has initially been introduced as an activity can evolve into change within an institution. For this to happen, councils must begin to put more energy into defining, planning and working towards such specific impact related changes.

Likewise, collaboration must be seen as a process which develops on several levels, and which is both an input to and an outcome of the council's activities in the community. Collaboration, no matter what its aim, cannot take place in a vacuum. Frustration and member turnover will result unless council members feel they are collaborating towards something meaningful and that collaboration is part of a process which will have eventual impact on youth. Confining collaboration to a single sector for a given activity of limited duration limits the potential level of that collaboration. Instead, on-going alliances across sectors need to be developed, so that cross-sector activities become commonplace. If a council fails to address an aspect of the planning and execution process, such as the institutionalization of activities, or neglects to develop a part of its overall system, such as facilitating collaboration not just among its members but also among institutions represented by its members, then all other aspects of the process or system will be affected, and the council as a whole will be less effective.

6.2 Members Need to Perceive and Act in Their Council Roles As Institutional Representatives as well as Individuals Rather Than as Individuals Only, if Changes in Institutions are to Occur

One of the primary purposes of an education and work council is to be a mechanism for influencing groups and institutions to change in ways which will enhance the prospects for improved youth transition. Such group and institutional changes are essential if any serious and lasting impacts on youth are to be achieved.

Social change efforts such as those represented by the education and work councils must strike a balance in their emphasis on the role of individuals as compared to the role of group and institutional relationships. Unless a council makes successful efforts to anchor its changes solidly in local group and institutional life, the council cannot hope to affect more than a handful of young people. In addition, for impacts on youth to endure, supportive elements for those changes must find their way into the groups and organizations that serve or associate with youth.

A council can seek to effect group and institutional changes through direct action, such as donating funds for a specific youth transition program or confronting local government on a budgetary issue, or through indirect activities such as building community awareness about youth transition problems. However, a basic and straightforward method, which should not be overlooked, is to influence these community groups and institutions through their representatives who are council members. Unfortunately, most members presently define their council roles not as institutional representatives but as individuals in a volunteer organization. Moreover, many members lack the power to commit their institution's resources to council goals. And lastly, some individuals (such as chief executive officers) who do possess the power to change the way their institutions operate, still place the burden of responsibility for change on other institutions in the community. Each of these conditions, which undermines the reasons for the council members' selection (to gain representation of a particular sector or institution on the council), needs to change at some stage of a council's development if the council is to become a positive force for improving youth transition in the community.

6.3 The Effectiveness of Council Leadership Needs to be Recognized as a Critical Factor in Determining How Successfully a Particular Council Develops

The development of leadership is recognized as an issue but needs to be better defined and understood by councils. Members are not clear about what constitutes effective leadership in the council situation and how this leadership emerges. The development of effective leadership is essential for handling goal conflict and achieving goal consensus, achieving member involvement, helping to define member's roles as institutional representatives, successfully coordinating council activities with impact related changes and successfully developing new leadership.

Leadership in a council need not rest with one person, and such a model may in fact be a liability once the council gets underway. Councils which freely admit new members and tap new leadership sources from within but retain the interest of early leaders are most likely to function successfully.

Continued involvement of early leaders is important, so long as new leaders are admitted to supplement the base of support. Leaders should be chosen with maximum membership involvement.

Council leadership, must understand how people from radically different perspectives (from business and from education, for example) think and operate. The leadership must combine backgrounds and orientations in these different areas, and be able to work in a collaborative style with different sectors. Among the education and work councils visited, this facilitative skill and ability in interpersonal communication were the traits most valued in executive directors, and also the ones most commonly found to be lacking.

6.3.1 The Relationship of Staff to Council Members

The relationship between council staff and members is a critical determinant of effective council leadership, and therefore, early council development. Members hold what might be called "line" positions in the council's organization, each representing different sectors or interests. The staff should serve and advise these line positions, and play a facilitative and coordinative role between council members. Decision making for policy and objective setting should rest with the council membership. The staff should provide operational assistance. In other words, leadership must be grounded in the membership and flow to the staff, not the other way around. A task of many councils at this time should be to assess critically the respective roles and relationships between staff and council members.

It is understandable that in many councils staff currently perform leadership functions which would better lie with the membership. In a number of cases, a staff person wrote the initial council proposal and organized the membership, or was hired by one or two people in the intermediary who had little subsequent involvement with the council. Such a procedure was useful to get the councils started. However, councils must evolve beyond this initial definition of their leadership and seek to develop new leadership resources. This will become especially important as councils move into new stages of development that demand new skills, approaches, and more concrete planning for change and impact.

6.3.2 The Role of the Parent Organization

Although parent organizations affect the development of councils in several ways, the most critical area of potential impact is when the parent attempts to exercise leadership over the council. Education and work council memberships were cautioned, both in The Boundless Resource and by NMI and other intermediary staff, to develop independently of parent organizations. This was seen as a development goal in consonance with the goal of engaging a collaborative process that avoids dominance by any one organization. In turn, most councils have operated independently of parent organizations.

Where parent organization relationships do exist, their effect on improved youth transition can be positive or negative. The effect of affiliation with a parent on the council's ability to bring different institutions together to agree upon needed actions and possible changes within institutions has often been negative. Unless the parent already has a point of view and an operation that is clearly collaborative in all aspects, or widely respected, the prospects for an education and work council to attain these attributes are substantially reduced. The effect of a parent organization that has these attributes is, conversely, positive.

6.3.3 Federal-Local Tension

As the role of the parent organization can affect council leadership, other organizations whose role may become confused with that of a parent organization can also affect council leadership, and hence, early development. In the Work-Education Consortium project, three federal intermediaries contributed varying levels of support to councils, but their involvement in the project also created confusion among the intermediaries and between the intermediaries and the councils they sponsored.

The Consortium project is part of a recent trend in federal programming which dictates that local needs are paramount and they, rather than needs defined by a distant federal bureaucrat, must determine local programs and activities. The use of intermediaries was a method by which the federal government could assist councils without appearing to intervene in their operations. Indeed, while the support given by intermediaries was generally well-received, their most valuable contribution was the local mantle they conferred upon education and work councils. Had the federal government been directly involved in council activities, it is probable that several council members, particularly private sector representatives, would not have joined the councils or maintained their involvement to the extent that they did.

On the other hand, the involvement of three federal intermediaries also caused confusion among the intermediaries and between the intermediaries and the councils they sponsored. The extent of NMI's responsibility for providing technical assistance and information exchange to NAB, AACJC and the councils sponsored by NAB and AACJC organizations was never clear. Moreover, while most councils understood their "mandate" to be "local" (despite the irony that implies) and were able to internalize that understanding and proceed with local operations, the leadership of a minority of councils were torn between their federal and local clients. The development of at least one council that we visited suffered because it was unable to choose a primary client.

Establishing a project to demonstrate local initiative should not relieve the federal government of its responsibility to specify, monitor and clarify if necessary, the roles and responsibilities of federal intermediaries. Indeed, the inherent contradiction between the Consortium project's federal origins and its avowed demonstration of local initiative underscores the need for greater discussion and better clarification of the role of the intermediary agent of the federal government among all parties concerned. Open-ended projects such as this one, with no federal design, can be frustrating to local councils and federal intermediaries alike unless a clear set of roles, responsibilities and expectations is specified and adhered to in practice.

6.3.4 Developing A Sense of Mission

With the exception of a few councils, council members have not yet developed a sense of mission or urgency as a group. Without such a sense of mission, it is very difficult for a council to define its objectives and significantly address the problem of youth transition. In contrast to a traditional volunteer organization which relies primarily upon collaboration and education to achieve its goals, a council with a well-developed sense of mission, for example, is more apt to use confrontation and conciliation techniques to affect its environment and accomplish its ends.

Members must feel they have the power to choose leadership, define goals and objectives, procure funds, and realign and expand membership if they are to develop such cohesion. Councils have presently been restricted in a number of these areas. If an executive director is selected before the council members, for example, the council loses its first critical opportunity to face up to a major collaborative decision. A first chance for members to reveal their biases and agendas on the table is missed, with the result that those agendas can become hidden and inhibit council development.

The processes of choosing leadership, of hammering out goals and measurable objectives, and of realigning and expanding membership can be trying, but they are major ways for councils to get their members involved and to establish a sense of mission.

6.4 Councils Need to Reassess All Aspects of Their Operations Periodically In Order to Determine if Goals Are Being Met

Underlying the progress that many councils have made in getting formed and conducting joint activities among members or their institutions has been a high degree of optimism and confidence that collaboration, and ultimately improved youth transition, can be achieved. This spirit was evident in virtually all of the councils we visited, and it has been evident in our communications with other councils in the Consortium project as well. Indeed, it can be said that the degree of optimism apparent in education and work councils sets them apart from many other federal initiatives which are undertaken with far less enthusiasm.

Without trying to dampen this enthusiasm, we would urge councils to undertake self-assessment more frequently and more critically, particularly now that most have passed the first stages of development. Early assessments of the AACJC-sponsored councils and of the Sioux Falls council helped the development of those councils. Moreover, such assessments do not have to be formal or written in order to be useful; councils such as Worcester have benefited from the informal scrutiny and concern paid to its progress by its leaders.

The features of council operations that require periodic reassessment have been mentioned throughout this report, and they include primarily goals, activities and membership and leadership structures. Regarding goals, the questions councils need to ask themselves periodically include:

- Are the goals to which the council addresses its effort relevant?
- Should target groups be changed or further specified, and should the service area remain the same?
- Are the youth that need transition help most getting that help?
- Are objectives specified in order to facilitate the measurement of goal achievement?

Regarding council activities:

- Are activities designed to meet goals and objectives?
- Is there a clear rationale, plan or strategy to these activities, or do they appear to be independent, isolated efforts not clearly linked to goals or objectives?
- What changes might be necessary in the mix of activities undertaken, in their participants and in their recipients?
- In fulfilling goals and objectives, do activities duplicate those already performed in the community? If so, is there agreement that more than one provider is necessary?

Regarding membership and leadership structures:

- Are there any sectors or significant groups, like youth, labor or parents, who are not represented on the council or whose representation is insufficient compared to other groups?

- Is the membership broad and deep enough, or are the membership structures flexible enough to allow the participation of multiple institutions within a sector and of decision-makers and decision implementors in an institution?
- Does the membership or leadership structure permit the development of new leadership resources?
- Are the staff cognizant of their facilitative role to the membership in council decision-making?
- Do leaders have the key attribute required of leaders of education and work councils, namely the ability to work in a collaborative style with a variety of sectors and individuals?

In our opinion, these are the key questions that councils need to consider as they move into the next phase of their development.

6.5 Conclusion

In conclusion, councils must be looked at in a context of diversity. Each one developed differently for many reasons. Some overall recommendations can be made to education and work councils for the future, but if the future is like the past, each council needs to proceed in the context of its own particular situation. Education and work councils have made tangible accomplishments thus far. Each site formed an education and work council which carried out activities and became a forum for exchange of views. Almost every site was able to get further funding from non-Consortium sources. The question that remains is whether the council members are engaging in activities of limited consequence which will not produce true institutional collaboration, or whether council evolution must proceed as it has, with the scope of council activities expanding as time goes on and as the process becomes more comfortable for council members and the institutions they seek to affect, until such time as institutional collaboration can be demonstrated.

APPENDIX A

DEFINITIONS OF COUNCIL ACTIVITIES FOR SECTION 3.2

1. RESEARCH

- Needs Assessment: Surveys conducted for purposes of determining the perceived needs of the community relative to the youth-to-work transition.

- Occupational Outlook Research: Studies focusing on the status of an area's education, training and employment.

- Other (specify):

2. PUBLIC AWARENESS

- Community Visitation Days: Local community members visit classrooms and exchange information with teachers and administrators regarding the infusion of career-related concepts into the curriculum.

- Public Relations: Progress or education to work linkage is reported on a regular basis through active use of news media.

- Community Forums: Pertinent education-to-work issues are discussed in public forums.

- Audio-Visual Presentation: Print and nonprint media are utilized in project presentation.

- Newsletter: Periodic publications are produced which serve as a source of news and program information.

- Other (specify):

3. STUDENT DEVELOPMENT

- Career Speakers: Individual representatives of various occupations both employers and employees, come to a school and talk to small groups of students about their work.

- Career Day: Representatives from diverse occupations come to a school-sponsored program to present information about the occupation outlook in their field and the prerequisite training and qualifications.

- Site Visit: A group of students visit a workplace for an on-site presentation of occupational information and a chance to see and interact with people at work.

- Shadow Day: An individual student is paired with a worker for a day, or part of a day, to gain first hand experience in a particular occupation.

- Internship: A student works, without pay, on certain aspects of a job at regular intervals (weekly, twice a week) in order to gain hands-on exploratory experience in a particular occupation.

- Work-Study: A student is released early from school and works at a part-time, entry level job.

- Alternative Semester: A student or group of students engage in a series of career-related activities instead of attending regular subject matter classes.

- Career Resource Center: Students and teachers use print, audio-visual material and career counseling staff to get information about careers, career values and career decision-making.

- Student-Operated Business: A group of students, under the supervision of a teacher, create and operate their own business: a school store, a garden or greenhouse, a welding shop, a construction company, a neighborhood rehabilitation service, etc.

- Contract Apprenticeship: Businesses provide structural learning experience for students, under contract with the local school department or work-education linkage.

- Community-Resource Bank: Businessmen, educators and others volunteer their time to talk individually or in small groups with interested students outside the school setting.

- Other: (specify)

4. STAFF DEVELOPMENT

- In-Service Workshops: Groups of teachers and counselors, often with the assistance of outside facilities, meet after school or during the summer months for information sharing, skills training, program planning or evaluation, curriculum development, etc.

- Curriculum "Infusion": Elementary and secondary teachers modify their regular subject matter to include a number of career-related topics to emphasize career implications of the subject area, good work habits and the career development process.

- Career Guidance Institute: The guidance department or other school staff are provided with resources for assisting students to clarify career values and strengthen career decision-making skills. The format is structured and encourages site visitations and community interactions on realistic career-related options for students. The National Alliance of Business often sponsors these Institutes.

- Teacher/Host Administration Site Visits: Local Business and industries visits by a group of teachers or administrators to their work-places, including a plant tour and a seminar on skill, knowledge and concept requirements for various levels of employment in the field.

- Community Resource Directory: A list of employers and others willing to cooperate with schools in career education efforts is compiled; this list is distributed to teachers and counselors for their use.

- Other: (specify)

5. ADMINISTRATIVE/POLICY CONCERNS

- Inter-District/State Collaboration: Schools collaborate on in-service training, work-experience placement and supervision, skills training, etc.

- Coordination of School and Non-School Programs: Contracts are made with non-profit youth action agencies such as scouts, 4-H, junior achievement, which provides career-type programs (experimental, character building, decision-making, and skill training components).

- Establishment of School-Business Partnerships: A school is paired with one or more local businesses for enrichment of students' experiences.

- Counteracting Race and Sex Role Stereotyping: Activities are planned which will expand the choice for students regardless of race or sex by increasing awareness of stereotyped attitudes.

- Servicing Special Needs Population: Activities are planned to provide career/occupational experiences for students with special needs.

- Credentialing, Licensing and Certification Procedures: Alternate or additional approaches are offered for improving the licensing function.

- **Statutory Restrictions:** Steps are taken to address the affect of laws, practices and customs that constrain or otherwise influence young people's movements between education and work. Such restrictions can include minimum wage regulations, child labor laws, compulsory school attendance statutes and insurance liabilities.

- **Other:** (specify)

6. IN-HOUSE COUNCIL ACTIVITIES

AN ASSESSMENT OF COMMUNITY WORK EDUCATION COUNCILS -

Ten Case Studies

National Council on Employment

November 1977

AN ASSESSMENT OF THE COMMUNITY WORK EDUCATION COUNCILS

PAGE

A Summary Analysis 115

EDUCATION COUNCIL OF CALIFORNIA NATIONAL
MANPOWER INSTITUTE PROJECT

by Curtis Aller 121

STATE OF NEW JERSEY, WORK, EDUCATION,
AND LEISURE COUNCIL

by Marcia Freedman 133

WORK EDUCATION COUNCILS - LIVONIA, MICHIGAN
and PHILADELPHIA, PENNSYLVANIA

by Howard W. Hallman 148

NIAGARA FRONTIER INDUSTRY EDUCATION
COUNCIL (NFIEC), BUFFALO, NEW YORK and
ASSOCIATION OF BUSINESS, LABOR AND
EDUCATION (ABLE), NEW YORK, NEW YORK

by Leo McLaughlin 178

WORCESTER CAREER EDUCATION CONSORTIUM

by Marion Pines 184

MINNEAPOLIS WORK EDUCATION COUNCIL,
MINNEAPOLIS, MINNESOTA

by Thayne Robson 192

BETHEL AREA COMMUNITY WORK EDUCATION
COUNCIL

by Gregory Wurzburg 195

FRANKLIN COUNTY COMMUNITY EDUCATION
WORK COUNCIL

by Gregory Wurzburg 205

AN ASSESSMENT OF COMMUNITY WORK EDUCATION COUNCILS: A SUMMARY ANALYSIS*

Greg Wurzburg

The basic assumption underlying the Department of Labor's decision to fund on a pilot basis a number of community work education councils was that young adults were encountering barriers as they leave the school environment and attempt to get into jobs.

There is no single barrier or series of barriers addressable from a national level, but rather there are barriers that vary from community to community. The barriers can be overcome only by joint action undertaken at the local level by a number of institutions and interests. The hypotheses that are being tested are two-fold. Can the barriers be overcome at the local level? Are the community work education councils a useful vehicle for pulling different institutions and interests together and focusing the collective energies on the school-to-work transition.

This report was not intended to address the first hypothesis. Our focus instead is on the second hypothesis, examining the councils as a mechanism for mobilizing resources that could be brought to bear in addressing the school-to-work transition issues. In this context four questions beg to be answered.

(1) What does the "collaboration" process embody?

(2) Do the community work education councils make a genuine contribution as collaborative agents?

(3) To the extent that the collaborative engineering is being accomplished by the work education councils, could the mechanisms for doing it be replicated?

(4) Could the mechanism be adapted somehow to improve the delivery of youth services?

(1) The "collaborative process" that is supposed to be embodied in the work of the community work education councils is simply another term for collective action. At the local level, it involves a perception of a problem--barriers in the transition from school-to-work--by usually one or

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*This assessment summarizes the results of ten case studies of work education councils conducted by independent experts under the auspices of the National Council on Employment Policy. The case studies are available upon request.

two persons, and then a process of identifying who has an interest in the problem, in seeing it solved or in being a part of the solution.

All of the councils have successfully involved two of the key players to some extent: educators and employers. Some have had success in bringing in parents, labor unions, and youths. But participation for the most part has been by persons who may have the solutions, not persons who have experienced the problems. In this respect, the collaborative process has concentrated on producing technical solutions without getting satisfactory input from persons bearing the brunt of transition difficulties, parents and children. Although youth transition difficulties are at the haart of the councils' existence, the collaborative process is not an advocacy process for young adults.

In spite of the diverse natures of the different councils, the agendas the councils have adopted, or their plans of action as they have evolved so far, are strikingly similar. The councils all act or plan to act as catalysts for direct action by others. All of the councils had available from others, have collected themselves, or plan to develop an analysis of local factors at work in the school-to-work transition, and an inventory of local resources that could be tapped in the course of developing solutions. None of the councils foresee much of a direct program role for themselves except as information exchange or facilitators. Some councils see program money as tainting the councils' independence. Others see a program role as putting the councils in competition with some of the same program agents the councils are trying to involve in collective action. Such a program role would make the council a competitor and give it a vested institutional interest, and thereby destroy its effectiveness as an open forum. By keeping direct action out of the council, it is assumed the council can act according to issues and not according to what its own programmatic response dictates.

On a formal level, a relatively passive role may limit the councils' identifiable impacts. To achieve results, the collaboration process must identify potential linkage points between institutions and then coax cooperation. Much of the hope for council success presumes that once institutional action (and linkages) necessary for solutions are spelled out, the tie-ins will be made. There simply is no formal mechanism for pushing cooperation.

On the informal level, the councils may have more success in pushing institutional action or interinstitutional cooperation. To the extent that the councils, providing a forum for gathering many disparate interests together, can also create a potential network for informal pressures, they may be able to accomplish change that way. But this, of course, takes careful and sensitive leadership.

(2) Phenomenologically speaking, the collaborative process may have some intrinsic value, but the Department of Labor no doubt has some interest in the process as a program tool. If it is the intention of the Department to test the feasibility of mass-producing this program tool and transplanting it around the country, the current experience with the councils would have to be written off as nearly useless. Regardless of what this and later studies show the councils to be accomplishing, little of it can be attributed to the current efforts. In at least seven of the ten council areas observed, what is being done in the name of collaboration by a community work education council is roughly the same thing that was being done before, or is being done now, by some other organization already in existence. Sometimes new faces have appeared, but both the focus on the school-to-work transition and the perceived need for collective action are old hat.

There were two exceptions to this rule, however. Both were projects being established in rural areas. Although the transition barriers were just as acute in the rural areas--perhaps even more acute--there was no record of earlier collaborative efforts. This was not for lack of interest. Once these two projects germinated, interest in the issue and support for the council developed. As always, there were one or two prime movers, but once events were in motion, it did not take a great deal of convincing to make people think that the school-to-work transition was something worth minding. The interest was already there waiting to coalesce. What was lacking was a focal point. Once that was established by the local prime movers with some help from the government, interested people have shown up.

Before the rural councils were established, a number of forces seemed to be at work preventing the kind of organizational activity that occurs more easily in developed areas. Rural isolation is high on the list. Personal interaction in a rural setting is not as casual and accidental as it is in a city. Contracts have to be made more deliberately. Once communication is established, the feat of overcoming geographical distance also poses problems that are not so acute in a metropolitan environment.

Once the councils are in place, however, the rural setting seems to offer some distinct advantages over an urban council. First, the scale of the problems is much smaller. With the smaller scale in problems comes a smaller scale in solutions. The transition issue takes on a human scale. Often all the players directly involved in any solutions or at least having an interest in the transition issue can sit around a single table. That is in contrast to the technical/managerial role some urban councils have taken, directing solutions rather than having a direct hand in them.

The absence of prior collaborative action in the two rural areas' studies seems to imply barriers to organization, not a lack of interest. If there is a lesson here, it is that the Department of Labor efforts did contribute to a net change.

(3) • If the community work education councils prove to be effective vehicles for dealing with the school-to-work transition issue, it will be tempting to try to replicate the councils on a large scale. However, before that is done, a number of points should be considered.

The enthusiasm that most of the councils have generated and the ready participation respect they have earned so far is largely a function of their perceived independence. It was repeatedly heard that the non-Federal nature of the councils, the lack of Federal guidelines and the local discretion that was permitted were important features that have figures mightily in the success of the councils so far. Any strong Federal attachment for a group as potentially powerless as these councils would be a kiss of death.

Countering the need to avoid the appearance of an imposed solution may be the need to provide an outside push to get things going. However that push is given, it will have to be done carefully. A variety of factors at the local level seem to be instrumental in getting the councils going. If they are disturbed, no amount of help from the top will save the day. Indeed it may prove impossible to "institutionalize" the conditions needed for success. The "prime movers" are not in any given place, but they are necessary for success. The institutions play different roles in different environments. Action predicated on assumed institutional interests could be disastrous. Cooperative networks frequently already exist. If they are ignored, their involvement--and any solutions that build on their involvement--may be lost. Finally, personalities play a role that no amount of institutional momentum can counter.

Essentially the community work education councils are community based. To be successful they must be adapted to the local establishment. No amount of Federal guidance is going to be able to prepackage council startup procedures. In terms of general strategy, the safest bet would appear to be an approach that relies on building on some structure already in place; without duplicating existing activity. The best way to do that would probably be to rely on intermediary organizations that can plug into a local network. But the choice of organizations would be crucial. The National Alliance of Businessmen (NAB), for example, is a national organization with extensive community ties. From what was seen, the NAB council was not about to spin off. The danger there is of getting too closely identified with other NAB program activities, thereby losing independence. The American Association of Community and Junior Colleges (AACJC) may be a better organization because of the more limited program presence of community and junior colleges. Here, too, there is a danger of the councils not getting full independence, but from limited observations we made, it seems the consequences are not so serious. The National Manpower Institute, not having the community ties of AACJC or NAB, does not seem to be a logical intermediary. It did succeed in starting at least one council with no community organization on which to piggyback. But in the interest of getting the same results with less efforts, it seems some other group should be used if a local network is available.

A final point to keep in mind if any expansion is anticipated is simply "get the biggest bang for the buck." Organizing councils in areas where collaborative efforts are already underway is good for an organization's win-loss record, but it might not be a wise deployment of resources. Why not put the resources into an area where they could make a real difference? Based on what we saw, collaboration--or whatever the buzz word might be--can occur fairly readily in an urban or metropolitan setting. On the other hand, it needs a large push in rural areas. Community work education councils' funds could probably make the greatest contribution in rural areas.

(4) There appears to be little likelihood of the community work education councils' concept being adaptable to support comprehensive manpower program delivery, the Youth Employment and Demonstration Projects Act (YEDPA) in particular. To the extent that those efforts are perceived as targeted programs aimed at narrow income groups, the councils

would probably lose interest. Many employer interests would not pursue the links because they do not see their hiring practices as geared to picking up "disadvantaged" workers. Dropouts are reminders to the educators that the schools are subject to failure. In another vein, the politicized nature of the Comprehensive Employment and Training Act (CETA), in many cases, discourages councils from developing close ties. In still another view, there is a perception that close ties to CETA would push the councils closer to a program role.

None of this is to say that CETA (and YEDPA) are divorced from council activity altogether. In New Jersey, there were close links between the two. In Philadelphia, the council director helped the prime sponsor prepare a YEDPA grant application. In Minneapolis, there are great overlaps between planning and CETA advisory councils, and the community work education council. But the point is that it is impossible to generalize about the present links or rely on them in a systematic way. It would presumably be impossible to impose a set relationship from the national level.

ASSESSMENT OF THE INDUSTRY EDUCATION COUNCIL OF CALIFORNIA NATIONAL MANPOWER INSTITUTE PROJECT

Curtis Aller
October 21, 1977

I. Introduction

This report is entirely judgmental. It reflects conclusions I have drawn from two site visits, five interviews on site, review of materials collected at time of visit and ten phone interviews with individuals knowledgable as to the Council activities. There is no documentary evidence provided since the project is still too new for such evidence to be available.

A list of materials collected is provided in Appendix A. None of this is being forwarded now as I thought it would add little but it can be sent if needed.

Moreover in the interests of brevity I am using a semi-outline form that states my observations with a minimum of rhetoric. Further elaboration and supporting argument/can be provided by phone if it should be needed for the overall report from the National Council on Employment Policy.

II. The Council, Reason for, Objectives and National Manpower Institute Role

(1) The Industry Education Council movement in California owes its inception to an original National Academy of Sciences grant about the time of Sputnik. The original focus was science.

Key business leaders with support from educational leaders led a move that three years ago brought into being a state-wide body that replaced an earlier regional structure. Companies operating state-wide thought it made sense to consolidate their support at one level. Moreover, they believed such a structure centralizing business support would generate more support overall, would utilize the support more efficiently and would build in more carefull assessment of the results. Or, as some have said, the sponsors wanted a more activist program that moved beyond the Rotary luncheon circuit format in the direction of measurable outcomes that improved the interface of business and education.

(2) The Council has two established goals; career education of awareness and economic literacy which is further described as embracing the work ethic and economic survival skills. Eight months of effort at the start to produce a more elaborate statement yielded nothing and the organization turned to projects for

results. These broad goals in turn are translated into "what's in it for me" objectives for each participating group. Specifically, for business:

Providing six million California education system students (K-16) with insights and skills that stimulate career awareness, career exploration, work exploration, work experience, cooperative education--facilitating improved penetration of youth from education to work.

In addition, this same youth audience is tomorrow's customer, union member, employee, manager, entrepreneur, citizen-voter with whom business, industry and labor may empathize early on in youth's education-maturation process.

Improved youth understanding of the roles of business, industry and labor is the framework of our society.

For Government: An opportunity for cross-agency/business/industry/ labor team building on developmental youth processes (general and career education); executive and agency policy review and development; stimulation of legislative policy support related to youth maturation and participation in the state's economic system.

For Education: The formation of new collaborative partnerships that will improve education policy, process and content (K-16), and extend resources and learning opportunities with which education can better address learner and community needs.

Development through the collaborative exercise of a stronger community interest and empathy for educational services, problems, and resolution options.

(3) The National Manpower Institute sought the participation of the IECC. NMI wrote approvingly as follows:

Since its reconstitution in 1974, the Industry Education Council of California has developed a rich experience in facilitating, advocating and supporting local and regional education-work initiatives which have successfully engaged the participation of business, industry, labor, education and government interests in expanding career awareness, economic literacy, and occupational maturation opportunities for young people in California. Among the ways and means through which this has been accomplished are:

-- the effective advocacy for such state level initiatives as the RISE Commission Report, which has significantly encouraged the development of community-level education-work initiatives around the state;

-- the creation of a state level project review system that awards financial support and technical assistance to local industry-education councils (and other groups) on the basis of quality of design and freshness of approach, rather than formal association with the IECC, which approach has facilitated much improved programming on the part of a number of local industry-education councils; and

-- the provision of technical assistance in both policy and program areas through a very competent professional staff who have had a good deal of experience in working toward improved collaboration between industry and education in local settings.

NMI sought through IECC, to stimulate local level activity in three areas, San Diego, Long Beach and Fairfield-Suisun. Apparently a projected January 1978 conference entitled "Getting it Together: Career Education and Economic Awareness" is part of this effort. More than 30 state agencies and organizations are cosponsoring this event. The State Department of Education is providing some support ($5,000 to 6,000). Over 2500 participants are expected.

The local level programs are modest efforts. Two plan to support some local school personnel participation in a Career Guidance Institute. The design for this looked to me to be very good and likely to have some spill over effects beyond the immediate participants. Long Beach will have a project entitled Economic Literacy and Career Awareness Program addressed to the students in the bilingual and ESL classes at four junior high schools.

The grant was about $27,000. The overall budget of IECC approaches a half-million and so within this context the NMI project is a small one. It is carried along with about sixteen other activities by a small headquarters staff. I believe it is probably true that much of this small grant is probably absorbed by the need to provide reports and to respond to site visits such as this one. The staff is not sure the grant represents any net addition to the resources actually spent for program activity. Staff believes in-kind services now exceed the grant but this support is not budgeted as such.

At the local level the budgets are correspondingly small. The range I believe is from $2,500 to 6,000. San Diego had applied originally for an NMI grant and I believe it saw in the grant an opportunity to fund a full time professional. It now operates with a half-time secretary furnished by the Community College. Fairfield-Suisan gets the assistance of two part-time coordinators from the school. Long Beach expects a half-time school person for its project.

(4) IECC and those at the local level agree that the NMI project fits nicely into their overall agenda. It is also clear that the specific activities associated with the project would not have occurred as IEEC resources were otherwise fully deployed.

IECC expected to get from the project access to an information flow from other councils that would be a source of ideas for potential replication. In addition they hoped to open up linkages into the DOL and other funding sources.

III. Council Activities, Participation, Strengths and Weaknesses, Problem Perceptions

(1) IECC has a two tier structure of governance. The Board of Trustees consists of top decision-makers in business, labor and government. It meets once or twice a year to set goals, provide resources, monitor and evaluate. An accompanying Board of Directors composed of first through third line representatives of the same groups also meets once or twice a year to implement the goals, allocate the resources and evaluate. Most of the work is done through task forces on which members sit. Some of these are on-going such as the program task force while others are ad hoc. The program task force currently has these special committees:

a. Manpower Management Information System Committee
b. Long Range Vocational Educational Planning
c. National Manpower Institute

By design this structure aims at building a better interface between business and education. About half of the membership is from education. Task forces and committees are cochaired by education representatives.

Henry Weiss, the Executive Vice-President comes to this roll with credentials in both sectors. He was with the Association of California School Administrators. Prior thereto, he had a business career.

At the local level a similar design is followed. Most local groups are now going through a chartering process that is expected to produce a more activist stance at the local level.

Local councils meet monthly in Long Beach and San Diego. In Fairfield the council is quite new and is now meeting every two weeks in an effort to get a program underway. Agendas in all three places seem composed mostly of housekeeping items such as minutes, reports, communications, membership and so forth. Substance enters in as the council considers a new activity or assesses an existing one. My Long Beach source, for example, while enthusiastic about the ELCA project cautioned me to remember no one would be sure as to the results until next April when there would be an assessment.

These local council activities are consistent with Weiss's notion that preoccupation with goals overwhelms people. Therefore the focus is on identifying a specific need that is tangible and manageable. Then people, resources and programs can be developed to meet the need. The process of working together then stimulates interest, collects new people and produces a structure such as a local council.

(2) The weakest unit in membership is labor. In some quarters there appears to be some reluctance to participate because of suspicion as to industry motives. There are some evident areas of disagreement, the minimum wage for example, and identification of a common agenda may not be easy. More importantly, perhaps is the fact that labor doesn't have the troops, leaders or staff, to provide identifiable individuals with the time to participate.

At the local level there appears to be little interest in expanding membership in the direction of including groups found on CETA councils such as target group representatives, youth and elected officials. The quick reaction was that this would make the councils more political and be a weakening factor. In Fairfield-Suisun the idea of youth participation was not ruled out philosophically but instead viewed as premature.

Since members are at decision-making levels in their organizations they tend to be in demand for other activities. But there appears to be little overlap with the CETA structure. Those in education who had some knowledge thought a part of the reason was that education was still smarting from the loss of its pre-CETA role in MDTA. The fact is that in these three areas neither group has sought the other out. I would argue there is a simplier explanation to be found in the fact that the IECC does not seek to be a universal body and is content to till the business-education connection.

(3) Council members do not have any set of favorite reasons for youth unemployment. But it is this underlying concern that brings them together. Some of the business leaders worry about the long-term effects on our economic system of having so many youth go through a crippling experience in their effort to get into the system. The focus, nonetheless, tends to be on the school.

The discussions I had all proceeded within the established framework of the career education movement. The specific programs seem aimed at making this a reality. Hence the concern with getting counselors and teachers out into employment situations so that they could impart more realistic observations in future discussions with students. In this arena the objective sought is really institutional change and to some this is no more complicated than returning to an earlier and now romanticized picture of an idealized version of school in their youth. There is no interest in building a new institutional layer.

Only under considerable probing was there any recognition that the structure of labor demand or employer practices might need attention as well. Some agreed that down the road business might have to begin providing work slots reserved for youth. Others said that further business involvement would require the creation of incentives such as those provided by an OJT program or by tax concessions.

Many took the view that anything IEC could do that would help youth would produce a better community and that was a sufficient justification. Some believed that for youth under 18 the job ought to be viewed as largely an educational experience just as school ought to be work related. In this sense these spokesmen find a reason for expecting some business absorption of the costs. But they would expect a payoff later on in terms of lower turnover with a greater career attachment and lower training costs.

In fact many zeroed in on the entry level training as the real problem. Educators admitted they have not been providing youth with this kind of training. Many and particularly the medium sized employers argued they were not equipped to provide this training.

(4) The future role of these local IECC councils seems to me to be summed up in these propositions:

a. The council represents a type of private sector involvement that can not be duplicated by CETA.

b. Some have begun to worry that the new youth initiatives will overwhelm the local efforts. Thus in Fairfield-Suisun where there is now a stable work experience program with 400 places there is fear that many more will be added in a crash effort that will not have a good design, that will be poorly managed and that will soon disappear leaving the local bodies with the task of picking up the pieces and starting over.

c. Modest federal support to the local councils could be a way of keeping distinctions clear as between the urgent short-term efforts to reduce youth unemployment and the longer-term slower process of institutional change being sought by the IECC.

d. Weiss would like a stronger state role in the federal effort because he thinks this may be the only way to deal with the disincentives he thinks will accompany an expanded federal effort.

e. They can develop program ideas such as incentives for work experience, extensions of apprenticeship and new forms of internship that might become additions to the federal effort. More generally I see this as a way of stimulating new forms of private-public partnership.

(5) The strength of IECC lies in the support given by the top decision-makers. They are accessible to the staff and prepared to assign individuals to a project wherever a given company has an operation. Sometimes only a word from on top is needed. In other cases the responsibilities of a local manager have been changed so that time could be given to a local activity.

Henry Weiss, the Executive Vice-President is clearly one of the strength's of the organization. Aside from his creditability in both camps already mentioned he is described as an individual who knows the state thoroughly and can reach into any community in ways that can get the right people involved. Moreover, he is described as being a supurb catalytic agent with ideas to burn. He is also accessible to local people and responsive to questions or requests for help. Material furnished by IECC is seen as appropriate and helpful.

A few weaknesses were identified. Recognized internally is the need to strengthen the management of the operation by adding staff. Weiss, it is agreed, is operating at about his limit. Others, not inside IECC, like some labor leaders are uncertain as to the major thrust of IECC. They worry whether they should get closer in that they are not marching to the same drummer. Finally, there is uncertainity among some potential users of the technical assistance capability as to whether their admitted organizational skills are married with adequate technical knowledge.

In this connection it is worth noting that IECC and the Oakland Council staff have met a half dozen times in the past six months. Out of this may grow a more formal assistance program in an area where Oakland believes IECC has some knowledge but is not yet convinced they have mastered the area--Joint Computerized Community Inventory System.

IV. The Technique and the Jargon

1. Collaboration is one key term used. Only a very small number of real insiders have any feel for the term. Most of those out in the field did not distinguish the term from coordination or cooperation. Others agreed that if there were differences the distinct activities might be occuring simultaneously or sequentially. Finally, I'm told by the Oakland people that Wirtz at last week's meeting in Portland, Oregon indicated he

was getting tired of the term. By now many agree it is a catch-all term that means all things to all people.

But it is still useful to try and identify precisely the meaning of the term to Henry Weiss since it is a convenient way of describing his approach. It appears to have these elements:

a. IECC operates outside of existing institutional systems and seeks to identify those tasks that require cross-institutional effort for specified needs to be met.

b. A deliberate effort is made to avoid too much structure. Weiss calls it a "free standing, ad hoc" approach to organization.

c. An umbrella group composed of appropriate institutions identifies sub-tasks and organizes other groups around these.

d. IECC serves a catalytic function. Weiss energizes as he has ideas to burn.

e. The focus is on process rather than a program orientation.

f. The objective is to break down institutional myopia so that there is recognition that diverse community resources may be required for a problem resolution.

g. Avoidance of any tendency to institutionalize the collaboration. Thus an effort is made to keep proprietory interests from developing. Successful program outcomes are spun off to an existing institution and the model replicated elsewhere.

An example of the successful use of this approach is the migrant education project in Gilroy. Among other contributions of this project was the opening up of communication and securing joint action by two state educational agencies not previously aware of the others existence. Appendix C was developed by IECC as a way of portraying the essential features of the process and the project.

(2) The application of this approach to the three local IECC projects is described as follows:

> ..... In July 1977, three community level IECC's were identified and nominated to participate in this process building initiative, namely: Fairfield-Suisun, Long Beach and San Diego. Although objectives for each of the local IEC's will vary according to level of process maturation, the project objectives identified with the Fairfield-Suisun IEC are indicative of the initiative objectives:
>
> o Help determine the processes that facilitate school-to-work flow
> o Stimulate the aspiration and performance level of the

local council through program identification and implementation

- Attract, maintain, and stimulate education-to-work commitment and resources from education, business, industry, labor, and public sector participants
- Identify state and regional resources (companies, unions, agencies, education, Employment Development Department, Department of Vocational Rehabilitation, Governor's Commission on Employment, legislature, federal resources, etc.) which the state IECC can help bring into play to assist the local council implement its project
- Cooperatively design and provide staff development experiences which encourage the local collaborative process of education, business, industry, and labor eventually thereby helping youth become assimilated into the workplace

Each of the local IEC's will be responsible to:

- Identify and specify project to be undertaken
- Assign an on-site Project Coordinator, who will:
  - -maintain short written quarterly reports of process building activities and on-going communication with the state project coordinator
  - -work with IECC state project coordinator to narratively chronicle their respective local IEC efforts to implement the targeted project
- Set project objectives (to be reached by April 1978)
- Help identify subject matter for slide-tape purposes (designed to highlight Fairfield-Suisun IEC and other two Councils' efforts at national gathering of Work-Education Consortium participants)
- Assess progress toward achievement of set objectives by year end of project
- Participate actively in a 2-day in-service workshop to be held in late fall 1977 for all members of local IEC's for stimulation-through-sharing purposes
- Make presentation of process building project efforts within the local IEC at IECC, State Department of Education, USOE conference "Getting it Together: First California Conference on Career Education and Economic Awareness" to be held in San Diego, January 27-29, 1978

Identified Council Effects: It is too early to assess likely outcomes from this process building initiative with regard to local IEC effectiveness.

Finally, I would describe the approach as a form of social engineering that operates outside the established framework. It is entreprenurial in the sense that it seeks to build something new but it is not acquisitive.

One member of Board of Directors provided two additional thoughts to explain IECC's approach. He said there were three levels of endeavor:

1. episodic as for example a career day
2. institutional modification
3. broad policy change--examples here are the inclusion of business people in the accreditation process for high schools for the first time and the addition of IECC to the Vocational Education five year planning *process*.

The purpose of the new IECC was to move from number 1 to 2 and 3. In so doing IECC sought a participation role. It did not want an advocacy role.

V. Role of NMI and D/L

(1) Very few of the council members I interviewed knew much about NMI or the existence of D/L funding. There was only vague awareness. The key people knew of the above. Long Beach said they had been honored to be selected.

(2) Weiss and Hubbard considered NMI to be the one vehicle that could keep them informed of D/L and HEW thinking and practice as to program and levels. NMI, in other words, can translate Federal information so that the material becomes useable by groups like IECC. D/L is viewed by them as providing very little information and what there is seems to be deliberately obfuscating.

(3) NMI makes a major contribution by linking together local efforts and organizing an information exchange. The Portland conference underway while I was interviewing was cited as a good example. Reports back to me from participants were enthusiastic.

(4) NMI is viewed as a group that has the potential to be a "top down, bottom up" organization. This means it can be a valuable vehicle for communicating back to Washington and policy makers some realities as to local experience.

(5) NMI is seen as a vehicle that might continue to nurture the private sector. NMI in this sense is seen as contributing to the discovery of ways whereby disparate local groups can be brought together in a collaborative effort.

(6) There is a need for a catalytic system that would consist of people able to turn on local power figures and perhaps offer some "carrots" to stimulate the local effort. Not a lot of money is needed. In fact too much money would be damaging. This kind of promotional and technical assistance could come from IECC, NMI or D/L. Maybe BAT in its better manifestations offers a model.

(7) Most identified a need for professional staff at the local level. This could be the Federal carrot. This, I concluded is the Chamber of Commerce model where a small professional staff carries on an action program at the local level but relies on

state and national bodies for ideas and specialized help.

VI. Replication Possibilities

IEC's exist in most sectors of the country. I got contrasting information but what I think are the reliable sources indicated that the present California pattern with its activist stance is unique. Replication of this pattern, it was agreed, would not be all that difficult. All that is required is:

1. A decision by some top business leaders who have power who are willing to put some time and effort into the task.
2. These top leaders should have acceptability in general business ranks.
3. Some seed money is required.
4. Educational leaders must support. This is assumed to be available for the asking. Educational leaders can't initiate the action.
5. The beginning should be modest. A review of the California experience should be required as the first step.

While Mr. Weiss plays a very special role in California my informants believed similarly qualified individuals can be found elsewhere. So he is not identified as a uniquely casual factor in the California operation.

VII. Other Comments

(1) IECC displays no particular tendency to focus exclusively on the disadvantaged. It is true that the Long Beach program will. Also the Gilroy project fits this mold. But generally the program focus could ultimately embrace all students as career education is seen as a universal need. Any youth who has not developed a career awareness is considered by IECC to be disadvantaged.

(2) The Oakland Council staff offered another version of the need for a state role. It was suggested that any serious effort to arrive at a youth development policy probably requires the creation of a state level planning and technical assistance group. This might be something like the NMI in the leadership aspect of NMI's role. It could be an expanded IECC as well. But since IECC and to some extent NMI is viewed as a private sector venture they might not be acceptable as the state level leadership group. Without a state role, however, either of these established groups should be expanded so that the assistance local groups will need can be provided.

VIII. Sweeping Generalizations

1. D/L and NMI are getting a bargain in the IECC project.

2. Conditions needed to replicate the IECC in other states would not be all that difficult to establish. But the D/L is an unlikely actor in this process because D/L has little creditability with either business or education the two partners needed for an IEC. NMI might serve this role. In any event there is a national IEC group and it should not be ignored.

3. It has been an accepted strategy and a successful one for the D/L to provide funds to established groups--union, Urban League, NAB--to undertake specialized programs in the name of the funded institution. Therefore support of an IEC like the California one would be in line with established practice. The key question always involves the amount of payoff. I'm convinced a modest increase in support to IECC would have a high payoff.

4. A recurring problem never solved in previous gyrations involves the swamping effect of Federal programs. I'm clear as to what should be done but I have few ideas as to how. I think anything that insulates ongoing local activities from Federal programs that are massive is probably worth considering. In the youth initiatives I would stress the soft money aspects and use as institutional routes groups like the Prime Sponsors under CETA as the channel. But I would also seek out groups such as a local IEC or a coalition program such as the Oakland Career Council and try to arrive at a hard appraisal of what such a group could manage through local funding if the Feds disapper and then arrange to provide seed money for the start-up costs. This would encourage attention to local institution change possibilities which take time while the Federal soft money program takes care of short term needs.

5. I'm convinced again that technical assistance somehow eludes D/L's grasp. Reliance should be placed on intermediary bodies such as NMI and for these the federal dollar is required. If NMI disappeared at this moment there is nothing else in sight that can fill the void. D/L would eventually see the need and maybe would see the wisdom of going outside again. Its choice now should be to take an established base of strength such as NMI and support its further development.

6. The feedback role of local bodies linked to an independent group like NMI may be an important unrecognized function. I agree with Weiss that this may be the best way to ascertain any disincentive effects of the Federal programs. Suggestions for corrective action are also likely to emerge. I'm not saying this would be the only source of information but it might be a more disinterested source. In a billion dollar program spending a few bucks for this kind of insurance policy is surely worthwhile.

Report on the State of New Jersey, Work, Education, and Leisure Council

Marcia Freedman

October 19, 1977

I. Establishing the Council

The New Jersey Council, usually called the "Initiative," existed before the National Manpower Institute program came along. According to Ray Male, Ben Burdetzky of the DOL became enthusiastic about the concept and offered to include it in the Work-Education Council funding. Like other visitors, I found it difficult to put together a single story line about the activities of this group, because of its *ad hoc* nature. As one of my informants said, "A lot of things we fall into."

II. Council Activities

The group appears to fulfill three functions:

1) It has the full endorsement of the State Department of Labor and Industry. As Bill Tracy, the assistant commissioner described as the "political" or policy person put it, the combination of Ray Male, who has a state-wide reputation, and Bill Mate, the state CETA administrator (whom Tracy describes as a superb bureaucratic manipulator) gives a balanced approach to program development. These two got the Initiative together in three or four months. They brought in constituent groups and created an information exchange with a potential for creativity. The state has leverage through CETA and Title I Higher Education money. While the relationships of the Department of Labor and Industry

with Higher Education are quite good, there are the usual difficulties with the vocational education establishment.

Tracy feels that with 24 statutory operations (namely, the prime sponsors), there is a need for demonstrating at the local level how operations can be put together. He feels that the initiative has the potential for filling this need and also that the information he gets helps him in resolving "turf disputes." He is an enthusiastic supporter of the Initiative's notion that imagination can result in program enrichment. Instead of being judged on numbers, they want to think about content and development. Instead of thinking of the program in terms of how many miles of trails will be cleared by how many kids at a cost of so many dollars, one can expand into another dimension to enrich the experience. Tracy's enthusiasm struck me as fairly typical of a convert. He himself is a fast-talking, systems type who is proud of the fact that New Jersey is about to have an on-line computerized management system for CETA. I think he sees the activities of the Initiative as adding a humanizing touch to the usual pushing around of numbers and dollars.

2) The major activity of the Initiative is expediting. When I described it in terms of two Yiddish metaphors -- namely, the busy-body and the cooking spoon that stirs the pot from the bottom, there was delighted agreement that this was indeed their function. When Ray Male received a copy of the list of questions we were to use in assessing the activity,

he responded with some well-controlled irritation. It is clearly his belief that with or without the federal money, the Initiative would continue, and more than that, that it was impossible to describe their activities within such a narrow focus. They have a different perception of themselves than the questions imply. Because of the wide range of its interests, the Initiative can have a hand in almost anything that turns up or is likely to turn up. They stress that the key word is initiative and that the activity is more effective because it is not operational.

The Council is very active and seems to have a good deal of visibility. They hold forums once a month to which people considered to hold the keys to program development are invited. These meetings are used mainly as a way of exchanging information and of initiating deals among different agencies and their constituents. Anne Court, who prepared a two-page outline (copy attached) on one of these meetings captured the spirit as well as anyone.

One of the things that the Initiative undertook before it was incorporated into the NMI scheme was a review of all the manpower and related advisory councils in the state, together with a companion volume listing each of them.* This is a useful and straightforward document that is frank about the weaknesses and the overlaps in these many advisory groups.

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*Support for this came from Region II of DHEW.

Many of the people who are connected with the Initiative in one way or another sit on these groups; they seem to view the Initiative as a way of creating linkages that would otherwise be difficult and as a forum for resolving issues and initiating new projects--or project ideas. Clearly it is a New Jersey Department of Labor and Industry creature, although not in a pejorative sense. A representative from vocational education sits on the Council. (I did not meet him because he was out of town.) His responsibility is "external programs," e.g. CETA, but he has very little influence inside the voc. ed. establishment. The other Council members speak highly of him, but are frank about their problems with the rest of voc. ed. On the other hand, the person who is coordinating the new youth programs for the Labor and Industry feels that the mandated relationship (in the Youth Employment Act) between the education and labor establishments might make a positive contribution to relationships in the future, and that one of the forums in which they could meet would be those created by the Initiative.

3) The agenda of the Initiative has two aspects, a theoretical approach and a list of activities. They are interested in life-cycle development, with an orientation beyond youth. The word "leisure" in their context means any "down-time" and includes prison inmates, the retired population and even the unemployed. They are asking how all these people can best put their time to use. This includes not only work

but also the use of libraries, the arts, continuing education, etc.

One of their favorite ideas is the stimulation of programs for retired people to serve as grandparent surrogates. These are a couple of programs around the state. For example, a CETA program in Union County is rehabilitating homes for senior citizens using retired construction workers as supervisors. They are heavily into process, development, enrichment, and not very much into delving into basic issues. On the other hand, they seem highly sensitive to the problems of institutional linkages and the input they can make on an _ad hoc_ basis. While they have no official mandate to spend state money--for example, one of them _used to_ administer the Governor's discretionary CETA funds--I think that they do make recommendations. For example, the Puerto Rican Congress of Newark received some discretionary funds probably at the instigation of Ray Male.

Council Membership

The Council itself has eight members. The director (Ray Male) is a unique character widely known in the state and an enthusiast for every kind of innovative and enriching activity. Among other things, he served for ten years as Labor Commissioner and more recently as the head of Thomas Edison College, a non-campus institution created for the purpose of evaluating and granting college credits. He is now on leave from that job for two years to head up the

Initiative. He obviously has close ties with Bill Mate, the aforementioned CETA administrator for the state.

In addition to talking with these two, I also met Al Fontana, a vice-president of the State AFL-CIO, formerly of the Brewery and Distillery Union and now a special assistant (for labor liaison) to the state Commissioner of Labor and Industry. I will talk about Fontana later on.

I did not meet Kitty O'Neal, the industry representative (Hoffman LaRoche)--somehow I got the feeling she was not very active. John Radvany, the vocational education representative was not available (see above). The last member is Alfonso Roman of the Puerto Rican Congress of New Jersey. I did not meet him either, but I was told that the Congress is one of several competing groups in the Puerto Rican community.

The Council has three staff members and a secretary who are paid out of the federal money. In addition to Male, they are Gordon Beaver and Marilyn Lockhart with whom I spent considerable time. Besides this staff, the Initiative has six CETA slots filled by people who are doing the same sort of activities as Beaver and Lockhart. I met two of these, and heard a good deal about another two, whom I'll talk about shortly. I did not meet the last two, nor did I get much feeling for their activity. One is based in South Jersey and the other in Morris County.

I should comment here about the list of key contacts furnished to us. One is in charge of The Community Involvement

Project at South Brunswick High School. It is a program for student placment in a variety of community activities without pay, but with high school credit and transportation. They are very high on this program and it probably is useful although not unique in the United States. I did not want to take the time to visit it, but I have a brochure which discribes it.

They are also heavily involved with Father Francis Schiller of Jersey City whose program for addicts, etc. has been transformed into a supported-work site. I didn't have time to visit Jersey City and explore the Initiative's ties. I think they see the operation as a model for setting up nonprofit corporations for CETA training.

They also have some connection with the Brookdale Community College in Monmouth County which may or may not be associated with an adult education experiment going on there. They also had me meet Stuart Mindlin who has developed a computerized system for matching people with job clusters. This is a version of one of the interest inventories that Gordon Beaver hopes to introduce into one of his project ideas (see below). I saw a demonstration of it and while it is "innovative," it is also expensive. Its function would seem to be to provide the basis for conversation between a counselor and a person of any age who is interested in finding an appropriate occupational field.

There were several other names on the list, including someone from the State Adult and Community Education sector and the New Jersey Department of Higher Education. Of the three labor people on the list in addition to Mate, I met two--Tracy (see above) and Janice Yunginger, who is for the time being the coordinator of the department's youth activities.

In addition to the mentions I have made of people I did not meet, the staff is variously involved in a bunch of disparate activities. I will outline briefly the major ones to give a feeling for the interests and assumptions of the Initiative.

1. Greg Johnson is a staff member paid by CETA. His major activity has been the promotion of a "linear park." There are approximately 50 miles of abandoned railroad line in Sussex and Warren Counties in the rural northwestern corner of New Jersey. The right of way is owned by the city of Newark which bought it in anticipation of building a water pipeline when the Tocks Dam Project was being planned. Since that time the Tocks Project has been defeated after a long struggle, but the city is reluctant to relinquish this right of way for any other purpose. Meanwhile, Johnson has prepared a plan for clearing the right of way for use as a bike and hiking route. The Initiative is very enthusiastic about this because it combines a number of their favorite ideas. What they want to do is negotiate with Newark and the State to get permission and then to put together a funding package. The labor would come from the conservation

corps title of the Youth Employment Act, but they envision more than just "healthy outdoor activity." They want to make it an educational process which focuses on the early history of the region and the preservation of small railroad buildings that still remain, etc. At this time, Johnson is focusing on the negotiations with the City and State and if necessary, the federal government, and he has a new assistant (also on the CETA payroll) who is continuing the work that needs to be done on the site. Most of this is to persuade residents in communities nearby that this is a worthwhile project.

2. A second focus is on Plainfield where a couple of things are going on. They have a restoration specialist on their payroll (also paid from CETA) who is eager to preserve some large but dilapidated 19th century houses. Efforts of this kind are going on in a number of cities around the country, but the Plainfield situation is more complicated because the structures are scattered through the city rather than being concentrated in one neighborhood. Their aim is to preserve the houses, but transform the largest ones into multiple dwellings. Ultimately they see these as work sites for youth participants. Another staff member, Gordon Beaver, who is on leave from IBM, is trying to think through a plan to get the thing off the ground. His view is that people need to be brought in apart from the Department of Public Works and CETA. He envisions a service club or a voluntary

agency that has lines of communication taking this on as a project. He thinks that only such a group could get the freeholders off dead center and get the politicians to use their financial resources for this purpose. The effort is to find out what will or will not work in such a complex situation.

3. It should be interpolated here that Beaver has other interests as well. With respect to youth and senior citizens, he feels that retired professionals can help kids get needed career guidance, and he wants to establish with East Windsor Township and Hightstown a demonstration project which "brings these people together. This project may include converting the post office building on South Main Street to a community center." His third, and I believe, major activity is to design a retirement preparedness program for demonstration within IBM. He feels that workers preparing for retirement need to have their interests identified for future activity whether it be for employment or volunteer work. He wants to use Stuart Mindlin's computerized interest-matching scheme in working this out. One of his ideas is that people in top jobs might want alternative opportunities within the company even if they have to take paycuts--I take it this is in lieu of retirement. Beaver seems to be enjoying his freedom to experiment, but he has a somewhat diffident attitude to having so much freedom and is visibly trying to fit into this looser structure.

4. Returning to Plainfield--the other big activity

158

there is an arts release program. This is a major activity of Marilyn Lockhart who is based in Newark. Newark has something called the Garden State Ballet, which encompasses a foundation, a school, and a company, all nonprofit. (In fact, the company dancers are now being paid by CETA.) In trying to interest minority kids in the arts, the Ballet ran a dance-in-the-streets program last summer. Arising out of this, six centers (voluntary agencies) in Plainfield have teachers from the Ballet twice a week for an after-school program in which they screen children for participation in an arts release program during the school year. This is said to be an unprecedented example of collaboration amongst centers. The kids come from poor areas and there is a reporting system for their participation in the release-time program. The Initiative also sees this as a work-preparation program because dance teachers are in demand.

As an example of technical assistance, Lockhart described help to a project in Plainfield where the Science Center is acquiring a former Red Cross building. She advised them to seek CDA money for materials rather than for stipends and to use senior citizens as supervisors with CETA kids doing the work.

5. Ed Burdzy is a staff member paid by CETA. He is a psychologist by background but worked for 10 years for the Department of Labor and Industry and retains close ties there. It was under his initiative that the study of advisory groups (see above) was performed. He has been a member of a

State Study Commission on Adolescent Education whose report will be released on November 5. This study represents one side of his involvement; the other is working with the State Occupational Information Coordinating Committee to develop a common data base. There is little exchange among the 600 local school districts and 412 high-school districts in the state. The coordinating committee wants to tie together the computerized CETA management system (see above), the Employment Service job-matching system for the state, the educational statistics and the statisitical output of the Occupational Employment Statistics program (a joing BLS-state effort).

New Jersey is not one of the states that has an Occupational Information System (another BLS-state program now operating in selected states). This is a computer-based information-for-guidance retrieval system. A group at Rutgers applied to develop the State OIS but was turned down. It still has something called the New Jersey Information Consortium, but the Initiative people look on this activity with disfavor because they believe it parallels state activities. (My own bias is that the OIS (and a parallel system now in operation in several cities under DHEW auspices) is not a very useful adjunct to guidance, first because demand projections are misleading and have limited probability information for groups rather than individuals, and second, and more important, that it does not provide institutional and structural data on typical occupational routes of entry.)

Burdzy is interested in using research to build a knowledge base. Specifically, to study the outcomes of the South Brunswick CIPED (see above); to follow a survey of 4000 summer NYC enrollees with a survey of all high-school students; and to analyze data that might have an impact on the rewriting of Wagner-Peyser and CETA.

6. Al Fontana, the union man, described himself as a pragmatist who finds the ideas of the Initiative to be mostly "theories." Nevertheless, he is interested in retired and "displaced" workers. How can they use their time and earn supplemental income if they need it. Both employers and union members have to be persuaded to hire older workers and the hard-to-employ, like ex-addicts. He had some modest successes to report: A CETA program in Union county is rehabilitating homes for senior citizens with retired construction workers acting as supervisors. Restoration activities in Hudson County are being performed by CETA crews. In residential construction and rehabilitation, you can talk the unions into collaboration on the basis that they do not ordinarily get those jobs anyway. On large public work programs, it's harder because of the provision for prevailing wages. Still, it might be possible to add some CETA workers as helpers, but not at the minimum wage. In general, Fontana was willing to entertain innovative possibilities, but obviously felt that increments would come only at the margins.

Attitudes Toward Youth and Youth Problems

In addition to the foregoing, I tried to elicit from several people what they thought the biggest youth needs were. These are typical:

Burdzy. The obvious problems are economic disadvantage, literacy and unemployment. But these kids are looking for understanding. They want to be treated like human beings. They are turned off by youth-serving institutions, schools, the justice system, etc. We lack data on which to base programs--we don't know who the kids in need are. The dropout rate is said to be 25-30%, but we don't know what the base is.

The schools have been asked to do too much and have been diverted from their educational objectives. In N. J., they have an option to loosen up curriculum and excape in part from the Carnegie unit, but few have done so. Education is not a building. Guidance is poor. They need programs to enhance choice, alternatives, opportunities to interact with adults. We should stay away from NYC-type activities. The parochialism of kids could be cut down by including the arts and by adding senior citizens to youth-program activities, and by creating shadow positions to use for exploratory purposes.

Lockhart. Kids know how to survive on so little. Employers have misconceptions (Lockhart used to work in personnel at a large department store in Newark) and kids do not know what is expected of them. Two negative forces come together. Kids need supportive services, and employers need retraining. Furthermore, first-line supervisors need some type of sensitivity training to deal with kids.

III. Federal Regulations

The Initiative (and the Department of Labor and Industry) has an excellent relationship with Regional DHEW, which is interesting in light of their weak ties to state education bodies. In contrast, they find Regional DOL too narrowly focused on regulations and administration and insufficiently interested in program.

Everyone was unhappy with the Youth Employment Act and he proposed regulations. They gave me a list of allocations for community improvement and training and pointed out that Newark, for example, will have only a few hundred positions. Meanwhile, the program has the worst features of decentralized and categorical types. I told them they should keep a log of all their problems as a contribution to the creation of the knowledge base.

They claim that the important state bodies now have a "greatly expanded outlook on what affects people." They are apparently opposed to focused programs. They want to press for cutting down the number of advisory bodies but centralize planning (in the state) for the channeling of federal funds.

AN ASSESSMENT OF TWO WORK-EDUCATION COUNCILS

by Howard W. Hallman

Center for Governmental Studies

This report deals with work-education councils in two localities: Livonia, Michigan and Philadelphia, Pennsylvania. These councils are part of a national demonstration project aimed at ways of achieving more effective and smoother transition between education and work. In a world of increasing specialization and segmentation, the project promotes greater collaboration among schools, employers, labor unions, and other community interests. This is done through an instrumentality known as a work-education council (though it goes by different names in the various localities).

This report offers an assessment of the initial stages of collaboration in Livonia and Philadelphia. Emphasis is upon emerging relationships among the principal participants in the collaborative process rather than the effects upon youth and adult workers. This is so because the demonstration hasn't gone on long enough to evaluate its impact upon persons served.

LIVONIA, MICHIGAN

Livonia, Michigan is a suburb of Detroit with a current population of approximately 120,000. Its greatest growth came from 1950 to 1970 when the population rose from 17,000 to over 100,000. The northern two-thirds of the city is middle- to upper-middle class in composition, separated by an industrial-commercial belt from the southernmost residential section, which tends toward blue collar people. The black population is around one percent. The Livonia School District extends further south into other blue collar neighborhoods and doesn't encompass all of the northern part of the city, so the median income of school district households is somewhat lower than that of the City of Livonia. There are approximately 48,000 jobs in Livonia. Many of the factory jobs are filled by residents of Detroit and other blue collar suburbs while a sizable portion of Livonia's white-collar population commutes to Detroit.

In Livonia, the demonstration project is handled by the Livonia Area Industry/Education Council (LAIEC). The Council is in the midst of evolutionary change. Therefore, assessing the effectiveness of its efforts requires looking at an expanding circle of collaboration.

Initial School District-Chamber of Commerce Relationship

The roots of the project go to a concern of Livonia area employers that many young people they were hiring weren't adequately prepared in basic elements of education for the jobs in their enterprises. In the early 1970s they began to use the Livonia Chamber of Commerce as a vehicle to explore what could be done about the problem. David Amerman, director of career education of the Livonia Public Schools, shared their concern, and his attendance at a 1973 conference on industry/education cooperation spurred him to establish better contacts with employers and specifically with Raymond Lech, executive director of the Chamber of Commerce. The Chamber had a committee working on the issue and in 1973 the School Board went on record encouraging the superintendent of schools to involve the system in programs of the business community. Their mutual interest came together in 1974 with the formation of the Industry/Education Council, jointly sponsored by the Chamber of

Commerce and the Livonia Public Schools. This new group received staff services from the Chamber of Commerce and seems to have been perceived locally as the Chamber's project.

At this stage, the project didn't make a formal needs assessment, but rather developed from experiential knowledge of employers about their recruits and the perceptions of school personnel that better ties with business and industry were highly desirable.

A Broader Council Established

Initially the Industry/Education Council functioned mainly as a forum where employers and school people could share their concerns and explore ways to collaborate. At some point along the way they added a representative from the Michigan Employment Security Commission (MESC), a labor union leader, and a parent at large (my chronology is uncertain). Their efforts became known to people at the National Manpower Institute who were developing the national work-education council demonstration project, and they sent Livonia a request-for-proposal (RFP). This caused the Livonia people to take two actions to broaden collaboration during the fall of 1976: they added more labor leaders and also people from local colleges, and they proceeded to incorporate as an independent organization, the Livonia Area Industry/Education Council. As this was happening in the fall of 1976, one of the school representatives brought in John Graves, then a high school vice-principal, who eventually became the executive director. Clearly the possiblity of demonstration funds stimulated broader and more formalized collaboration.

Incorporation came in January 1977, and the new board chose Norman Horowitz, a local businessperson, as its president. In the early months of 1977, staff from the Chamber of Commerce and the Public Schools developed the application for the demonstration grant. A committee of the board screened applicants to become executive director. Graves was chosen and went to work after Livonia was awarded demonstration funds; technically he is on leave from his school job, and funds go to the school district for his salary. Later LAIEC got two CETA workers, a secretary and a staff assistant. The City of Livonia donated space in a former school building it had taken over for municipal offices, and some businesses loaned office equipment. Until then LAIEC had functioned out of Chamber of Commerce headquarters, and shifting to its own office gave it an independence which caused the Chamber's executive director a little discomfort.

With LAIEC's president from the business community and its executive director from the school system, the initiating interests were still the dominant forces. However, the new board succeeded in broadening participation from other interests. All three major labor organizations of the area are actively represented (UAW, AFL-CIO, and Teamsters). So are local institutions of higher learning (Madonna College and Schoolcraft Community College). From city government comes one of the mayor's close aides and also the CETA administrator (Livonia is a prime sponsor). MESC is involved. Business and industry members include persons working for local enterprises and the big national corporations (especially Ford Motor Company and General Motors). The Public Schools have several members on the board. There are, though, no youth representatives, and the project leadership isn't convinced that this is necessary. Parents aren't formally represented, though many of the members have that role individually. After nine months, LAIEC leadership is finding that some members aren't particularly active. Therefore, they are considering making some replacements.

On the whole, the Livonia Area Industry/Education Council has established a broadly representative board and the kind of staff it needs to carry out the collaborative process. Graves' personal skills in facilitating cooperation are a strong asset to the project, and the basic leadership is firmly committed to collaboration rather than institutional separatism and interest-group conflict.

Council Activities in Livonia

Collaboration in Livonia gains expression in a series of projects, some originated by LAIEC, some started by others but drawn into LAIEC's orbit. This has moved the Council from a discussion forum into roles as a facilitator and a sponsor of specific activities.

Major projects. Three projects are closely linked: Employability Characteristics; Job Opportunities Communication System; and local application of the Michigan Occupational Information System. The first is an LAIEC-sponsored survey of local business, labor unions, and industry to determine what characteristics prospective employees need for entry-level jobs; volunteer businesspersons are helping conduct the survey, and Michigan State University's Institute of Agriculture Technology is serving as a consultant. The second project seeks to develop, establish, and coordinate a routine communication system linking employers with the MESC, local CETA, the youth employment office, public schools, and colleges. The third project ties into a statewide system for occupational information (more on it later). Each project has its own merits and its own momentum, and LAIEC is seeking to take them another step by tying together these interrelated approaches which ordinarily don't get combined.

LAIEC is working with the National Automobile Dealers Association, local dealers, and Schoolcraft and Madonna Colleges on a program to train and certify auto mechanics. It is called the Automobile Dealer Apprenticeship Program.

The community education unit of the Livonia Public Schools has a Reading Academy project aimed at funtionally illiterate persons. LAIEC has a task force in contact with local employers to identify and recruit potential enrollees (the chairman is from a bakery which already has such classes on the premises along with GED preparatory courses). John Graves brought with him to LAIEC a service-learning project which places students in community service activities. An existing Career Internship program which assigns high school students for a semester or summer with a local industry also relates to LAIEC. And so does the Livonia Youth Employment Service; indeed it shares offices with LAIEC.

Process versus product. LAEIC itself has enough funds for only an executive director plus his two CETA assistants, and nothing to run programs. This is the intent of the national demonstration, but LAIEC's sponsorship of these several projects and the initiation of some of them gives it the appearance of an operating program. The question arises whether this is contrary to the hypothesis of the demonstration that work-education councils should avoid becoming new programs and instead concentrate all their energies upon the collaborative process. Interestingly, just the opposite viewpoint is expressed by the Chamber of Commerce executive who is disappointed that the demonstration funds have gone for the salary of a facilitator rather than being used for specific services; likewise, the local CETA administrator has doubts about funding this kind of position, which seems such a vague and unformed assignment. LAIEC's executive director, though, believes that there must be both process and product, expressed in projects people can see; this is needed to provide creditability among the practical-minded people he deals with. Some other board members express a similar viewpoint. I share this perspective, and at this stage LAIEC seems to have achieved a reasonable balance. After all, the actual operation of these projects is handled by cooperating institutions, not by LAIEC directly.

Collaborative Relationships. Indeed, it is these activities which moves collaboration from the abstract to the concrete. As such, virtually all of the collaborators are doing new things. For example, the Public Schools are bringing more business people into the classroom, and the survey of needed employability characteristics will help redirect career curriculum (there is strong support from the top ranks of the school system but some indication of resistance closer to the teaching level). Businesspersons, encouraged and assisted by the Chamber of Commerce, are involved in a variety of ways. Organized labor, MESC, the two colleges (Madonna particularly), and local government are all quite cooperative.

Of the persons I interviewed, the one most uncomfortable with LAIEC is the local CETA administrator, who perceives it as not fitting into the Labor Department rulebook, which governs his day-to-day operations. But because the Livonia CETA hasn't done much in the way of systems-building, it doesn't rival LAIEC in this respect. Several persons are on both boards, and they apparently see the two as complementary, not rivals. Although the Chamber of Commerce executive would just as soon have the Council revert to the Chamber, he is fully supportive nevertheless. And most of the Chamber's lay leadership are satisfied with LAIEC as an independent operation.

Western Wayne County

As an operation centered in Livonia, LAIEC is well established. However, Livonia isn't an isolated, free-standing community but is rather a suburban city existing in a metropolitan setting. The collaborative process, therefore, inevitably has to go beyond the bounds of the city of origin. This has started with what is known as the MOIS project, and it has extended in other directions.

MOIS. The Michigan Occupational Information System (MOIS) is an operation designed to assist youth to gather information about training, education, and job opportunities related to career goals. The Michigan Department of Education is installing it around the state under a grant from the U.S. Department of Labor. Its local arrangements vary, and LAIEC got into the fray to work out a suitable arrangement for the Livonia area. (It is a complicated story of which I have only fragments; it would make an excellent case study, worthy of more detailed documentation.)

Also interested in MOIS was the Wayne County Intermediate School District ("intermediate" means between local school districts and the state in size of area served, not the "middle school"). As basically a service agency to local school systems, the Intermediate School District (ISD) has a fairly elaborate computer set-up and wanted to tie into MOIS. But there were two drawbacks from the perspective of some potential uses in the western part of Wayne County, where Livonia is located. First, the Intermediate School District wanted to hook up only to schools possessing terminals on its network and not to youth employment offices and other community agencies. Secondly, it wanted to charge $200 a month per terminal, a cost beyond the means of many prospective users.

To resist ISD control on these terms, representatives from a number of cities, school districts, and colleges got together under the name of Western Wayne County Consortium for MOIS. The chairperson was Elaine Stottlemeyer, program coordinator of the Inkster Planning Department (Inkster is a predominantly moderate-income community with a black majority). John Graves has played the role of staff coordinator, thus bringing LAIEC into the endeavor. The Consortium developed a counterproposal calling for it to purchase its own computer or to borrow computer time from a large corporation and to have a more extensive network of terminals than ISD contemplated. CETA funds would be used.

In the complex negotiations which followed, the Intermediate School District lowered its price to $20 a month per terminal and agreed to more outlets. The Wayne County Office of Youth Services got into the act as a mediator and a go-between, and a request went to the Wayne County Office of Manpower to pay for this service. This is where things stood at the time of my visit.

Several people I interviewed praised LAIEC for serving as a catalyst in bringing together some allies from surrounding communities. This produced the Western Wayne County Consortium, which provided a united front in dealing with agencies of broader geographic coverage: the Intermediate School District, Wayne County Office of Manpower, and Michigan Department of Education.

Madonna College Resource Center. With a long-standing interest in career education, Madonna College entered a national competition to get federal funds for a Career Education Resource Center. As a member of LAIEC, college representatives were able to work out arrangements for close ties with local employers and other educational institutions. Sister Francilene, the college's president, feels that this arrangement was a crucial factor in Madonna College getting the grant.

Rename LAIEC? This kind of involvement in the wider community of Western Wayne County has caused some persons associated with LAIEC to advocate changing the Council's name from "Livonia Area" to "Western Wayne County Industry/

Education Council." However, this is a minority viewpoint, and persons from the Chamber of Commerce are particularly resistive and probably city representatives would be also. As it grew rapidly during the fifties and sixties, Livonia was mostly a collection of housing subdivision somewhat accidently located within the same municipal jurisdiction. In recent years, though, local political and business leaders have been deliberately cultivating a stronger sense of city identity (among other things they hand out "I Love Livonia" bumper stickers). They seem to be succeeding. Therefore, they are understandably reluctant to submerge this new Livonia-centered program into something bearing the name of Western Wayne County.

But regardless of what it is called, the Industry Education Council's collaborative process will increasingly draw it beyond the boundaries of the City of Livonia and the Livonia School District.

Detroit, Wayne County, and the Metropolitan Area

The challenge ahead is how collaboration will deal with the City of Detroit, Wayne County, and the broader metropolitan area.

Detroit. As noted earlier, a substantial number of persons working in Livonia live in Detroit. Therefore, it is the Detroit public schools which are educating youth who will work in these factories (or not educating them, as one business executive told me). Although the Livonia School District can be content with LAIEC staying at home, the participating employers have a direct interest in what the Detroit School District does about career education. The business executive mentioned above happens to be on a career education committee for the Detroit schools as well as serving on the LAIEC board of directors. There are probably other connections I didn't hear about. Clearly this suburban-central city relationship needs to be strengthened if the full potential of collaboration is to come about.

Wayne County. The bargaining over MOIS revealed the connection of LAIEC to Wayne County. One argument LAIEC advanced to the Wayne County Office of Manpower was that it was channeling some of the county's CETA funds to a Chrysler training facility located in Livonia and therefore could fund other activities even though Livonia was a prime sponsor. It seems likely that LAIEC will seek other ways to tap funds from this source. Partly as a result of his work with the Western Wayne Consortium, John Graves was placed on an advisory committee of the Wayne County Office of Youth Services. So connections are growing.

This all must be cast into the broader relationships between the suburbs and Detroit as manifested in Wayne County politics. The traditional uneasy relationship between city and suburbs is compounded by local governmental fiscal disparity, social class differences, and racial relations. Mayor Ed McNamara of Livonia has emerged as a leader of the suburban jurisdictions in a fight with Mayor Coleman Young of Detroit on water and sewer charges. Because Livonia has refused to build low- and moderate-income housing, HUD has excluded the city from the Community Development Block Grant Program, and this has added to Livonia's image as an excluding community. Meanwhile, civil rights advocates are pressing for cross-district busing to promote school integration. All this is occurring at a time when total suburban population within Wayne County is passing that of Detroit, leading to an expectation that the 1980 census will provide the statistics necessary to force redistricting of the Wayne County Board of Supervisors in a manner to end Detroit's historic dominance. This is a volatile situation in which LAIEC's expanding collaborative process will be working.

Metropolitan area. The labor market goes beyond Wayne County to at least the three-county SMSA and in some respects ties into the Ann Arbor SMSA immediately adjacent to Wayne County's western border. In this larger scene, the United Community Services of Metropolitan Detroit is embarking upon a "youth employment-systems change project," aimed at assessing youth employment and the vocational educational systems of the tri-county area. What LAIEC is doing will obviously be of interest to this study. So collaboration will have to grow even wider, though as it broadens it will be less intense.

In sum, the Livonia Area Industry/Education Council seems to have made a good start with the collaborative process, but this is only a beginning. If collaboration is to be effective for a suburban city, it inevitably has to relate to the larger scene. This may raise more problems than LAIEC would like to deal with, but it is necessary that the circle of collaboration continues to expand.

PHILADELPHIA, PENNSYLVANIA

Howard W. Hallman

"If the work-education consortium hadn't come along when it did, it would have to be invented now." Almost identical words to this effect were uttered by a number of persons I interviewed in Philadelphia. Maybe this was rehearsed or they all heard it in a speech, but more likely it represents the timeliness of the demonstration project.

Antecedents

The prologue was a series of events leading up to the formation of Philadelphia's Work-Education Consortium Project (WECP) in the spring of 1977. Because WECP is a semi-autonomous committee of the Advisory Council for Career Education (a body reporting to the superintendent of public schools), the place to start is a brief review of ACCE's history.

ACCE. Set up in 1969 to meet a requirement of the Vocational Education Act of 1968, the group was first known as the Advisory Council for Vocational Education. During the early seventies, educators in Philadelphia and their colleagues around the country became convinced that vocational education alone was too narrow a concept and that "career education" was a broader and more appropriate term. So it became ACCE. At about the same time, people in the public school system realized that quite a few divisions besides the traditional vocational education program were into career education, so the School District set up an internal coordinating council for career education composed of school personnel.

As the outside advisory committee, ACCE has achieved broad representation of business and industry, labor, and the major employment-and-training program delivery agencies. Around 1975 John M. Geisel, urban affairs manager of the Rohm and Haas Company, took over the chair, and about the same time Albert I. Glassman became executive director of the School District's Division of Career Education with staff responsibility for ACCE. Under their leadership, ACCE formed six working committees: for vocational education, staff development, special education, long-range planning, federal/state funding, and employment programs. ACCE settled into a membership of 30 (it had grown much larger), and each working committee brought in additional people.

CETA and AMPC. During this same period the city government's employment-and-training system developed separately. Some time around 1969 or 1970 Philadelphia got its first "mayor's grant" for staff to pull together what was called CAMPS--the Cooperative Area Manpower Planning System. Then from 1971 to 1973 the city got heavily into public service employment under the Emergency Employment Act of 1971. With the passage of the Comprehensive Employment and Training Act of 1973 (CETA), the city's Area Manpower Planning Committee became the official local advisory body, and under CETA's Title VI, the city's public service employment component greatly enlarged. Mayor Frank Rizzo's administration ran CETA Title VI in a highly political fashion, in fact so much so that the U.S. Department of Labor intervened and forced the city to turn over eligibility determination to the Pennsylvania Bureau of Employment Security. Similar partisanship entered into the allocation of Community Development Block Grant (CDBG) funds in 1975. These and other events caused many nongovernmental employment-and-training agencies and a lot of the business leadership to be extremely leery about close ties to city government in any new venture.

Cooperation elsewhere. Yet outside city government, cooperation was growing among persons concerned with problems of youth unemployment. ACCE was becoming a particularly important forum for joint discussion because it had a strong working relationship with virtually all nongovernmental entities with a concern for career education linked to the world of work. It was natural, therefore, for the National Manpower Institute to contact ACCE leadership about the national demonstration and for ACCE to develop the project in Philadelphia.

Formation of WECP

Although ACCE was the best vehicle for initiating the project, local leaders concluded that a somewhat separate entity was necessary to manage the project for several reasons. (1) The Project needed to go beyond the bounds of the School District's primary domain, particularly to bring in the parochial schools and also a greater diversity of employment-and-training agencies. (2) ACCE didn't want to enlarge beyond its 30 members and thereby become unwieldy. (3) Furthermore, it was clearly the superintendent's advisory committee so that a different mechanism would be needed as a project policy board. (4) Yet some kind of ties with ACCE would be desirable. (5) Finally, the alternative of city sponsorship under the auspices of the Area Manpower Planning Council would be unacceptable to most of the concerned interests because of the CETA Title VI experience.

For these reasons, the Work-Education Consortium Project was established as a committee of ACCE but with its own staff and funds. ACCE would be the fiscal agent but with a bank account for WECP separate from regular school district financial management. Hired as project director was Wayne L. Owens, who as community affairs manager of the General Electric Company's Philadelphia operation, was on ACCE previously; now he is on leave from GE, though the project pays his salary through the company, which picks up fringe benefits as an in-kind contribution. Similarly the administrative assistant/ secretary is a Rohm and a Haas employee, paid in the same manner. Rohm and Haas also provides office space for the project, reflecting the commitment of John Geisel, chairperson of ACCE. (It is interesting to note that the Philadelphia project originated with a school district committee and drew its staff director from industry, while the Livonia project came out of the Chamber of Commerce and acquired its executive from the school system.)

Geisel appointed the initial members of the WECP committee, drawing some from ACCE and adding others to represent other kinds of interests. The first chairperson was Martin Durkin, coordinator of the Carpenters Union's Joint Apprenticeship Council, and when he had to step down because of the press of union business, his place was taken by M. Michael Freedland, president of the Philadelphia Offset Printing School (a private enterprise). Since May the chairperson and project director have met with a number of persons to enlist them as WECP committee members. As a result, it is becoming broadly representative of many interests.

However, so far one organized constituency has been deliberately excluded from WECP: neighborhoods. The neighborhood movement is growing in Philadelphia, and there are now two separate coalitions: CCACT, the smaller but more militant of the two, and the Philadelphia Council of Neighborhood Organizations. The latter organized a campaign against a city proposal to spend $300 million on a tunnel to connect two center-city railroad stations, arguing it was the wrong priority for public spending. With strong support from business and labor, the city approved the tunnel, and the Council of Neighborhood Organizations took the issue to court, where it's now pending. Closely connected with the coalition is the Institute for the Study of Civil Values, headed by Edward Schwartz. He wanted to be on the WECP committee, but Durkin wouldn't accept him because he perceived Schartz as opposing 2,000 construction jobs. Others at ACCE didn't want to affront the city administration and get the Consortium off on the wrong foot. As compromise, Schwartz was added to the parent ACCE and placed on the long-range planning committee. This occurred during the spring and summer, but this fall WECP is starting to reach out to neighborhood organizations, as will be reviewed momentarily.

WECP Activities

After it got rolling in May, the Work-Education Consortium Project embarked on a number of activities, many of them still in infancy. They include preparation of a catalogue of existing vocational training and career education programs; development of a data bank for community resources; an inventory of counseling services; and development of opportunities for career education situations with various employers.

While WECP was getting organized and starting these initial activities, Congress passed the Youth Employment and Demonstration Projects Act of 1977 (YEDPA). Because this Act held promise for new resources to help accomplish some of WECP's objectives, the Consortium's project director was drawn into local YEDPA planning in two ways. First, he worked with staff from the city's CETA operation and Youth Services Coordinating Office to develop an application for a "first-tier, youth incentive entitlement pilot project." Secondly, he took the initiative to set up an information workshop to brief service delivery agencies on YEDPA and to indicate how they might submit proposals for funding under YEDPA money flowing to Philadelphia. Held on October 26, participants included representatives of all the community-based organizations already operating some kind of employment-and-training program and also some neighborhood organizations which haven't previously run such programs. For the latter, this is noteworthy improvement to the CDGB planning process (which has produced lots of controversy in Philadelphia due to animosity between many neighborhood organizations and city government). In this instance for YEDPA, neighborhood groups are being informed of the possibilities early in the game and are being encouraged to participate.

Perception of WECP

Because of its role as a facilitator in YEDPA planning, the Work Education Consortium Project has gained the reputation described at the beginning of the discussion about Philadelphia. It is seen as a catalyst to bring groups together, "a place where you can check your guns at the door," as one participant described it. Wayne Owens, the project director, is praised for his skills in bringing people together and for this hard work. Because WECP isn't seeking YEDPA funds for itself, it is neutral among the various service delivery agencies which are. Being outside city government, it doesn't arouse suspicion or cause uneasiness among people who fear getting involved with a politicized process.

This perception of a neutral catalyst is the central testimony I heard about WECP from most persons I talked to in Philadelphia, but there are two somewhat deviant views. One observes that the business representatives aren't closely tied to the top business hierarchy of the community, to the movers and shakers who get things done; rather they are middle-level personnel managers, corporate responsibility officials, and heads of small businesses without a lot of influence. Another view describes WECP as having a managerial style, of trying to arrange things without in-depth involvement of the neighborhoods where benefiting youth reside.

Of the first contention, one can note that the Greater Philadelphia

Partnership and the Chamber of Commerce are the two organizations which top business leadership use for major civic endeavors. The Chamber itself is creating a personnel managers task force in order to help channel contacts between businesses and proliferating employment-and-training programs. But since Chamber staff is represented on WECP, it seems likely that a mutual effort will emerge. As to who among business is represented, frankly it seems unlikely that a work-education council will engage the energies of the top officers of the big companies and that those at the working level, who are now represented, are the most appropriate ones to be involved.

Of the second contention, the YEDPA workshop is a first step to strengthen relationships with neighborhood groups. However, at the moment WECP leadership isn't inclined to add their representatives to the Consortium committee because these groups aren't major deliverers of employment-and-training services. Nor do they envision youth representation. This, then, confirms the description of WECP as having a managerial style.

At this point I enter a personal observation, in part derived from my work in citizen participation. For my field visit I picked two days when I could go to Philadelphia and when the project director would be available, and then he helped me arrange a schedule with persons available in those two days. Of those I interviewed, only one was black. This in part was a result of who-is-available selection, but it also is because I saw mostly planners and facilitators since service delivery people were too busy to reach. Among the major public agencies, the top leadership and principal planners are mostly white people, while blacks and Hispanics are more concentrated in service operations. What this means is that the minority population is underrepresented in the technical planning process though they will be more involved in public comment and operating stages. This, I believe, is an unintended result of the managerial style of collaboration.

A contrasting approach might be called a community style of operation which thinks more about who will be served by the program and how they might be engaged during all stages, including intimate involvement in the planning process. If this style were pursued, more minority people would be helping to write the plans, youth representatives would be pulled in, and neighborhood organizations would be represented on WECP even though they do not now operate employment-and-training programs. Collaboration in a big city like Philadelphia would therefore draw in more people from subareas of the city (contrasting it with Livonia which needs to reach out to broaden geographic areas).

In sum, the collaborative process can emphasize technical planning and management, or it can place heavier stress upon community participation, or can try to blend the two. This seems to be an issue which needs addressing in Philadelphia.

Pluralism in Coordination

Another issue Philadelphia must face in the next couple of years is an emerging pluralism of coordinating devices with some overlap in subject matter. For several years, the city government has had a Coordinating Council on Drug and Alcohol Abuse Programs, functioning as a vehicle to coordinate and monitor programs administered by both public and private agencies; it stands astride some of the money sources, but not all of them so that it has to rely upon persuasion and leadership to produce coordination. This model has recently been used to develop a new Youth Services Coordinating Office, also intended to be a planning and coordinating agency; with it will be a 16-member policy board. As another step in reorganization, the Area Manpower Planning Council is being revamped, and it will have some kind of youth advisory council related to it, as required by federal legislation. A few people have advocated that the Work-Education Consortium Project Committee serve as the youth advisory council, but the majority opinion I heard believes this won't happen. All together City government is becoming more professional, more policy oriented, and less political with its human resources programs.

With these new organization, Philadelphia will have four different bodies with a planning, coordinating, and monitoring mission on matters related to youth. Pictorially, this can be viewed as four circles overlapping one another in varying degrees, but each has some territory uniquely its own. This doesn't mean that the city has an excess of collaboration, but it does suggest that the future of the work-education project has to be considered in the context of these other bodies.

NMI and DOL

In my interviews I heard uniform, unqualified praise for the staff of the National Manpower Institute (NMI). Their technical assistance was welcomed and viewed as timely. The conferences bringing together people from the various projects have been valuable, and their information-sharing publications have been useful. Several people indicated that this kind of linkage with other cities and with a national effort was indispensable, and that the demonstration would lose a lot of its vitality if this connection were severed.

The U.S. Department of Labor is a murkier presence in the local projects. People seem to have no particular problems with the department, but their contacts have been fewer than with NMI and haven't been particularly directed toward local technical assistance needs. In Livonia there was some confusion resulting from the pluralistic nature of the Labor Department. The local CETA administrator couldn't understand how LAIEC could have flexible money when he had to live by a strict handbook; and the-LAIEC director wondered that if this is an important national demonstration for the Labor Department, then the department ought to instruct the CETA administrator to be more supportive. (I tried to explain the different modes of operation of the Office of Planning, Evaluation and Research compared to the line administration of CETA through the regional office.)

In both cities the state employment service is represented on the policy board, but it has a lesser collaborative role than the local school systems, business, and labor. It is sort-of there, but not really a major partner to the work-education project.

I. Establishing the Community Work Education Councils

1. What kind of needs assessment was undertaken before the application was submitted? Was it a genuinely substantive process or a pro forma one?

The recommendation to include New York City in the Work-Education Consortium made in February, 1977, by the National Manpower Institute answers these questions fully, and, in the opinion of this observer, accurately.

Any "needs assessment" in New York City is an overwhelming task. You can take your pick of "needs": they are all real: in the crisis of the moment it becomes fashionable to emphasize one or one set of needs. There are two dangers in this type of emphasis: one, the interrelationships between needs are forgotten; two, the assumption (not always unspoken) that by meeting these particular needs, all problems will be solved.

These dangers were avoided in the NMI recommendation.

Things to look for:

Who got the ball rolling?

It would be as accurate to ask, "Who tried to stop the ball from rolling down hill?"

Whatever your viewpoint, the Economic Development Council, Inc., of New York City played a (the?) major role.

What agencies and individuals were surveyed?

EDC, the proposed "Industry-Education Alliance", Open Doors, representatives of the Board of Education and of labor unions.

How specific was the assessment?

Specific enough to reveal the problems.

Not so specific that the problems were distorted.

Was it a formal review or an ad hoc one?

Both: formal in its review of the situation in New York City, ad hoc in its review of what EDC had done.

What were the criteria for establishing need?

Work being done by EDC and Open Doors; the diminishing financial resource base; the high unemployment rate; the wealth of services and expertise.

Are the needs reflected in the actions the council has taken plans to take?

Yes. And in the actions already taken.

2. Are the needs and the target groups experiencing those needs appropriately represented in the council membership? Is the council "looking for a cause" or

does its formation represent a logical growth?
The needs and the target groups are appropriately represented in the council membership.
At an early stage, there may have been a tendency for particular groups to stress their own causes; the formation of the council has brought a more general awareness that there is one major area of concern.

Things to look for:
Was the application put together as a single party action or was a collaborative process needed to get it done?
Whether or not it was needed, the application was put together by a collaborative process.
How much local resources was there in the application process?
Local resources were invested before the application process began.
How much local resources are going to support council action now?
There has been continued support. There has been so much emphasis - and publicity - about the failures and so little said about the successes that the continued support is offered without enthusiasm. An attempt is now being made to increase that support and the chances of obtaining that support in the future are good to very good. This time the support will be given not because of unreal expectations but because the alternatives to non-support are impossible to consider.
Are the council constituencies represented in other groups?
Definitely, yes.
If so, is there a duplication of effort or are there distinct goals that each pursues?
There is probably some duplication of effort but this is minimized by the fact that there is excellent communication between groups and individuals. It is important to remember that duplication is frequently necessary: a program which is successful in one area should be duplicated in another area.
Was there anyone or any group that was obvious by their absence in the application process?
"Obvious" - no. This observer was fascinated by the statement that the unions were "nervously involved".
How has participation changed: Who has become active?
There has been an increasing interest by private sector.
Who has left?
Those private operations which have left the city.

II.COUNCIL ACTIVITIES

1. How active is the council and does it have much visibility?
The council is quite active and has its share of visibility.
Things to look for:
How frequently do they meet?
The council meets formally every month. Informally, there are many more meetings.

Is this a good criterion for action or is the council so spread geographically as to create serious logistical difficulties?
Yes. Clearly there are problems posed by the geographic distances but they are less than those posed by the size of the operation.
How is attendance?
Good to very good.
Has overall participation changed?
As it grows, it changes.
As goals are more clearly defined, the participation changes from planners to those who can carry out the plans.
Are council proceedings open to the public?
They are not closed. If anyone showed up, he/she would be welcome.
If so, are they well attended?
No.
Do the councils have an active following of non-members?
No. However, non-members are informed by members who report to other groups. An attempt is being made to involve other groups and thus, for example, on the second day of this observer's visit, a staff member was speaking to the Brooklyn Chamber of Commerce.
How and when does the council propose to become self-supporting?
The council is and has been supported in great measure by EDC and by money and services from the private sector. In the future, it may possibly be supported by membership fees, but that future will be three to five years from now.

2. How is the council role perceived by council members and by outsiders?
Council members give the work of the council top priority. Outsiders, whether or not they know of the work of the council, know that the goals are very important.

Things to look for:
Has a substantive agenda been developed?
Twenty-two items were listed as things which must be done. Top priority was given to three of these items which are now being fulfilled in the three task forces.
What role does it imply for the council?
Advocacy, coordinative and a program role.
Where a program is needed and does not exist: create it; where coordination is needed, the council coordinates (e.g., work with coop education); for an example of advocacy, cf."Looking Ahead in New York City", EDC, OCT, 1977. (Brochure prepared by Peter Commeau).
Is there overlap between the council role and that of other institutions?
Fortunately, yes. There isn't any overlap when it is not needed. It is sometimes there when needed - it is needed more often. Staten Island has its own well funded continuum. There has not been any overlap even though similar programs are carried on in other parts of the city.

Is the council role seen as filling a true void or is it seen as a compensatory one, making up for institutional failures?

It is seen as both.

What kind of resistance has the council encountered?

There is a need for more financial support but no one is attempting to offer resistance. Companies which have supported the EDC for a long time are inclined to ask, "How much more do you expect?"

What kind of reinforcement and support has it picked up?

Very significant has been the support in action and in public statements from the Board of Education. L. Cook from Union Carbide (leaving the city).

How has the membership changed since it was started?

Relatively little.

What kind of problems does the council agenda presume?

In order of importance: 1) high unemployment among youth particularly minority youth; 2) poor education; 3) poor attitudes by both employers and students; 4) inapproriate education; 5) bad labor market connections.

What kind of change does the council agenda envision?

Extension of school self-renewal, of coop education, of intern program, of Speakers in the Classroom.

Are the changes oriented towards adapting youth to a given labor market, or making changes in the nature of the labor demand?

What is the "given labor market"? Here today - tomorrow? It is not a question of making changes in the nature of the labor demand: the problem is to have reliable information in order to judge what the changes will be. If youth is not being prepared to adapt to change, they are not being prepared for the realities of today and tomorrow.

Are the changes attempting to change institutions or are they building on another (intermediary) layer?

At the present time, the attempt is being made to help the Board of Education.

The following question was not clear.

How do the councils relate to the CETA youth councils and the prime sponsor planning councils?

Arthur Stewart, Executive Director, is a member of the New York City Youth Board. The Mayor's Office is the prime sponsor and Don Menzi, who represents that office, is a member of the Council. He is also actively engaged in the work of a task force.

How do overlapping members perceive the roles of the different groups?

Seen as supporting each other, as supplying information, as help in establishing priorities.

3. Who dominates the council?

EDC

Things to look for:

Who are the council members and who do they represent officially and/or in other ways?

The list of members is complete.

Which members manifest an organizational commitment?

The vast majority.

What kind of financial resources do they bring with them?

Corporations support EDC which supports council. Members and others support Open Doors with money and services.

What is the nature of the involvement of youths, of educators, of employers, of CETA prime sponsors?

Youths: little; educators: excellent; employers: excellent; CETA prime sponsors: good.

Is there at least nominal involvement of all the players necessary for genuine solutions?

Nominal involvement will not help very much. Genuine solutions, if "genuine" means "total" or "complete", are not going to be found by total involvement of this or any other grpup. There is an overwhelming danger in implying, directly or indirectly, that "genuine solutions" can possibly be found by "nominal involvement" when total involvement by any one group will not result in "genuine solutions".

Does the executive director come from the local area?

He is "on loan" from the New York Telephone Company.

Was he or she involved in the application process?

No. He is serving as a result of application process.

Is there other council staff?

Yes, as a result of receiving the grant.

How strong are they and do they represent any identifiable interests?

This observer judges them to be very strong indeed and did not see them as representatives of any one interest.

4. What strength does the council have?

Things to look for:

Are the members active in many other collective efforts

Yes

Is the council the only game in town?

No. Which is one reason for guarded optimism.

Are elective officials active on the council?

The City Administration is active at many levels but they are rarely elective officials.

What is the link between the council and the local government?

Through Board of Education andHuman Resources Administration.

What is the administrative and financial structure of the council with respect to dependency on participating groups?

The dependency is total.

Is the council clearly an entity or is it dependent upon a sponsoring organization?

It is dependent; I suspect that the sponsoring organization would not be overcome with grief if it were independent. And yet, the council is an entity and with great care might become independent and viable. There is not an overwhelming advantage in being independent and dead.

5. What are the essential features of the collaboration process and what distinguishes it from "cooperative", "coordinative", and "advisory" functions that are encouraged under a variety of other federal grant programs?
The council is seen by some as "cooperative", by others as "coordinative", by some as "advisory", and by most as a combination of two or of all three. It is distinguished from other federal grant programs because it represents support of activities which already exisited. For nearly all, this was seen as its strongest feature.

Things to look for:
How do persons on the council define it?
The council is seen as offering and seeking support for other activities, as setting priorities, acting as a catalyst.
Do they see the process as something genuinely different?
There is nothing really new under the sun. However, there are emphases which are different.
Has it occurred in the past?
Not in exactly the same way.
Do the council members work together for achieving council goals or do they participate in policy formulation and leave the work to council staffs?
Many work together for achieving council goals; the staff is not large enough to carry out those goals.
Is there a mechanism for members to get their constituencies involved in working towards council goals?
Yes.
Does this occur?
Frequently. Many are now working together rather than each one defending his or her own turf.
Has the council been instrumental in bringing together organizations that would not otherwise have gotten together, to work towards council goals?
Yes.
Is the council trying to assume a direct program role or is it trying to act as a catalyst?
Primarily, it acts as a catalyst. It may start programs but the council should not be involved over a long period in running programs; once programs have been started, they should be run by others. The council may well assume the role of evaluating these programs.

III. The Community Work Education Council vis a vis the Sponsoring Consortium and the Federal Government?

1. Is there a perceived need at the local level for the sponsoring consortium?
Yes. NAB has been most helpful: has funded programs, has supplied services and space. NMI has filled the need to know what is happening in other councils and to understand the language used in many official documents.

Things to look for:

How extensively do the councils look for technical assistance and general information through the consortium exchange function?

Very extensively which is perhaps the best indication that they have found these activities to be of value.

Does the consortium actively offer them?

Yes.

Where else do the councils get technical assistance?

From Prime Sponsor.

From local organizations, state or federal organizations professional associations, or private consultants?

From Board of Education, New York State Employment Service, the Bar Association.

Has the consortium been instrumental in putting the councils in touch with other work-education councils?

Yes, both formally by meetings and informally by establishing contacts with other councils.

Is there a positive value attached to this at the local level?

Very definitely, yes. There are obviously differences in the problems faced by the councils and yet there are common goals. In understanding how other councils have attempted to reach those common goals, a council is helped to understand its own problems and to adapt other solutions which have worked.

2. How is the federal role perceived?

Things to look for:

Are persons at the local level aware of the federal dollars supporting their council work?

Yes. At the same time they are aware of the dangers inherent in funding which is obviously inadequate for a gigantic task and at the same time creates a feeling of dependance. It is a strange situation: inadequate funding is most powerful when it is withdrawn because at that point it can destroy what it has not built.

Do they perceive the councils as essentially a federal initiative, a consortium initiative, or a local initiative?

In different ways, as all three. The activities started because of local initiative. These activities were encouraged and united because of federal initiative. They were strengthened by consortium initiative.

Would the councils have been created without the initial federal support?

Yes. In a sense, informally, the council could be said to have been existing without the initial federal support.

If council participants are aware of other federal programs in their communities, do they see any differences between this one and the other(s) with respect to "strings" -- guidelines, reporting requirements, etc.

Council participants are aware of other federal programs; this program built upon what was being done and thus the guidelines came from within rather than being imposed from outside.

Are the councils looking for future financial support from other federal grant programs?
Yes. "We take support from wherever we can get it."

The task is to get jobs for people, particularly for young people. The schools must be involved in preparing young people.

The Federal Government will not and cannot be expected to solve the local problems. And yet, without help from the Federal Government it is quite probable that there will not be any significant solutions. The Federal Government can offer resources to help the local communities find significant solutions. The resources offered by the Federal Government should include but not be limited to advice.

BUFFALO, N.Y.
NIAGARA FRONTIER INDUSTRY EXUCATION COUNCIL (NFIEC)
Leo McLaughlin

I. Establishing the Community Work Education Councils

1. What kind of needs assessment was undertaken before the application was submitted? Was it a genuinely substantive process or a pro forma one?

The need was seen in March 1973 when the Erie County Board of Cooperative Educational Services (BOCES) and the Buffalo Chamber of Commerce organized the Niagra Frontier Industry-Education Council (NFIEC). The recommendation by NMI to include Buffalo, New York in the Work-Education Consortium was based upon the work which had been done and the need to expand that effort.

Things to look for:

Who got the ball rolling?

The Buffalo Chamber of Commerce and BOCES.

What agencies and individuals were surveyed?

NFIEC, representatives of organized labor, the Human Resources Development Institute, school superintendents, representatives of industry and commerce, Buffalo-Erie County Labor-Management Council.

How specific was the assessment?

It clearly explained what had been done and stated the goals which NFIEC hoped to achieve.

Was it a formal review or an ad hoc one?

It was a formal review.

What were the criteria for establishing need?

NFIEC's value as a model for other councils; what NFIEC could gain from other councils; NFIEC's need to broaden its scope; the fact that Buffalo is an economically depressed area.

Are the needs reflected in the actions the council has taken plans to take?

The needs are reflected in the actions the council has taken.

2. Are the needs and the target groups experiencing those needs appropriately represented in the council membership? Is the council"looking for a cause" or does its formation represent a logical growth?

To the first question: yes.

To the second question: NFIEC was formed to meet a specific need.

Things to look for:

Was the application put together as a single party action or was a collaborative process needed to get it done?

When the application was prepared, NFIEC had advanced to the stage where collaboration was taken for granted.

How much investment in local resources was there in the application process?

It was possible to make the application because of local resources.

How much local resources are going to support council action now?

Financial support continues to be obtained from the State Department of Education, BOCES, participating Erie County Schools, membership contributions from Industry + some private contributions, and from fees obtained from courses.

Are the council constituencies represented in other groups?

Yes. Clearly.

If so, is there a duplication of effort or are there distinct goals that each pursues?

One of the main thrusts of NFIEC is to avoid duplication; in addition, however, the council sets priorities which can be fulfilled only by cooperative action.

Was there anyone or any group that was obvious by their absence in the application process?

No.

How has participation changed: who has become active? Who has left?

Business has participated more than labor.

II. Council Activities

1. How active is the council and does it have much visibility?

The council has been very active and achieves a great deal of visibility.

Things to look for:

How frequently do they meet?

The Executive Committee meets every six weeks;
The Advisory Board and Board of Directors meet four times a year.
Ad hoc Committees meet as needed.

Is this a good criterion for action or is the council so spread geographically as to create serious logistical difficulties?

This is a good criterion for action.
There are no serious logistical difficulties.

How is attendance?

In view of the fact that all members are volunteers, the attendance is amazing.

Has overall participation changed?

It is still fifty/fifty business/education. However, individuals change every three years.

Are council proceedings open to the public?

Yes.

If so, are they well attended?

No.

Do the councils have an active following of non-members?

Yes. The breakfast meetings, as well as other special events, are well attended.

If so, what groups are represented in that following?

Elected officials, representatives of labor.

How and when does the council propose to become self-supporting?

How: by increasing support from business; by maintaining support from education; by maintaining fees for courses.

When: it is realistic to believe that the present activities can be maintained with this support. Possibly within three years, additional support may be obtained to expand and improve these services.

2. How is the council role perceived by council members and by outsiders?
As a forum and form for dialogues which will help the community answer some of the problems which are destroying it.

Things to look for:
Has a substantive agenda been developed?
Over the years it has become substantive and definite.
What role does it imply for the council?
Primarily, an operation which coordinates but, as an example, its Speakers Booklet is evidence that it is also taking a program role.
Is there an overlap between the council role and that of other institutions?
No.
Is the council role seen as filling a true void or is it seen as a compensatory one, making up for institutional failures?
It is seen as filling a void - establishing communications between education and business.
What kind of resistance has the council encountered?
Inertia.
What kind of reinforcement and support has it picked up?
Other community organizations have joined, e.g., Rotary Club.
How has the membership changed since it was started?
Relatively little.

What kind of problems does the council agenda presume?
High unemployment, need of better understanding between employers and educators, poor attitudes of students.
What kind of change does the council agenda envision?
Better career guidance; more on the job training; a realistic relationship between school and work.
Are the changes oriented towards adapting youth to a given labor market, or making changes in the nature of the labor demand?
Both. With greater emphasis upon preparing youth for the job market as it exists now, or as it will exist in the future.
Are the changes attempting to change institutions or are they building on another (intermediary) layer?
The council is attempting to help teachers; the schools are offering training in banks; state money has been made available for training programs.
Would students have to go through programs in schools, for example, to experience changes proposed by the councils or could an outsider come in at a logical "career" juncture and take advantage of institutional changes?
An outsider could come in at any juncture and use the services offered by NFIEC since the council supplies information about jobs, e.g., what training is needed, where the training may be obtained, whether the training is free or its cost.

How do the councils relate to the CETA youth councils and the prime sponsor planning councils?
Representatives from the council are on those boards.
What overlap in membership is there?
Relatively little.

How do overlapping members perceive the roles of the different groups?
Members of the other councils see themselves as representing their own constituencies; members of these councils who are also related to NFIEC see themselves as representing NFIEC.

3. *Who dominates the council?*
The educators think that the council is dominated by business; the business representatives think the educators dominate. This observer attended a meeting of a subcommittee which was dominated by the representative from the State Department of Labor.

Things to look for:
Who are the council members and whom do they represent officially and/or in other ways?
The council members represent officially and in other ways practically all segments of the population.
Which members manifest an organizational commitment?
All. Of course, in different ways, to different degrees.
What kind of financial resources do they bring with them?
At a minimum, they all pay membership fees. Some offer services. And if time is money, their personal contributions of time would be difficult to measure.
What is the nature of the involvement of youths, of educators, of employers, of CETA prime sponsors?
Youths supply information as to the effectiveness of programs; educators are prepared to deal with problems faced by youths seeking jobs; employers learn what educators are doing and teach educators about business; the CETA prime sponsors are involved in all aspects of the problems.
Is there at least nominal involvement of all the players necessary for genuine solutions?
There is more than nominal involvement of most of the sponsors.
Does the executive director come from the local area?
She has lived here for many years.
Was she involved in the application process?
Yes.
Is there other council staff?
Secretary. Interns.
How strong are they and do they represent any identifiable interests?
They are quite strong and represent the interests of the council.

4. What strength does the council have?

Things to look for:
Are the members active in many other collective efforts?
Yes.
Is the council the only game in town?
No.
Are elective officials active on the council?
No. They attend the breakfasts.
What is the link between the council and the local government?
A formal link without overwhelming reality.

What is the administrative and financial structure of the council with respect to dependency on participating groups?

The participating groups pay dues which supply a large proportion of the financial structure and which makes the administrative structure possible.

Is the council clearly an entity or is it dependent upon a sponsoring organization?

Administratively, it is an entity; financially, it is dependent upon sponsors.

5. What are the essential features of the collaboration process and what distinguishes it from "cooperative", "coordinative", and "advisory" functions that are encouraged under a variety of other federal grant programs?

In other federal grant programs those who wish to obtain grants prepare proposal which fits definite specifications. In this case, the Federal Government supported a program which was already in existence and which had been established by local initiative, with local funds. That distinguished it from a variety of other federal grant programs.

Things to look for:

How do persons on the council define it?

As a funneling. It is an attempt to combine strengths.

Do they see the process as something genuinely different?

Yes. It is their own.

Has it occurred in the past?

Not to the knowledge of council members.

Do the council members actually work together for achieving council goals or do they participate in policy formulation and leave the work to council staffs?

The council staff is very small: the council members - all volunteers - actually work together.

Is there a mechanism for members to get their constituencies involved in working towards council goals?

This is seen by the Executive Director and council members as her main task.

Does this occur?

Yes.

Has the council been instrumental in bringing together organizations that would not otherwise have gotten together, to work towards council goals?

Yes.

Is the council trying to assume a direct program role or is it trying to act as a catalyst?

It is trying to act as a catalyst.

III. The Community Work Education Councils vis a vis the Sponsoring Consortium and the Federal Government

1. Is there a perceived need at the local level for the sponsoring consortium (NMI)?

Yes.

Things to look for:
How extensively do the councils look for technical assistance and general information through the consortium exchange function?
When technical assistance and general information are needed or helpful. This is fairly often.
Does the consortium actively offer them?
Yes.
Where else do the councils get technical assistance?
From state organizations.
Has the consortium been instrumental in putting thecouncils in touch with other work-education councils?
Yes. Other councils are interested in what is being done by NFIEC.
Is there a positive value attached to this at the local level?
Yes.

2. How is the federal role perceived?
It is perceived as most unusual in this case.

Things to look for:
Are persons at the local level aware of the federal dollars supporting their council work?
Yes. Even as they are aware that the federal dollars did not start the program and that federal dollars are not the sole or major source of support.
Do they perceive the councils as essentially a federal initiative, a consortium initiative, or a local initiative?
NFIEC was a local initiative; NFIEC became one of the work-education councils because of consortium initiative.
Would the councils have been created without the initial federal support?
No.
If council participants are aware of other federal programs in their communities, do they see any differences between this one and the other(s) with respect to "strings" - guidelines, reporting requirements, etc.?
Many council participants are well informed of other federal programs: some are experts. One major complaint about other federal programs was that these programs imposed guidelines and goals upon all communities without regard for the needs of the individual communities. This program attempted to help a program which had been started by a local community in answer to a need perceived by the community.
Are the councils looking for future financial support from other federal grant programs?
Yes. NFIEC would like to obtain funds through CETA for its center for career information.

WORCESTER CAREER EDUCATION CONSORTIUM

SITE VISIT 10/17-18/77

Marion Pines

After two days of discussion with 15 people either intimately or peripherally involved with school-to-work transition activities in Worcester, it is clear to me that this community has many clear-thinking, inner motivated leaders from several walks of life who are developing productive agenda for institutional change. Their style is very process-oriented, slow and deliberate--too slow and deliberate for some--but for most interviewed, this style of working is appropriate for Worcester and one that is viewed as producing the most long range effects.

Many activities have been in the works in Worcester for the past 10-12 years, and some of the key actors have been on center stage throughout this period. They feel they have come to the stage where they are today--with a plan of action ready to start implementation.

Most notable among the key actors is William Densmore, Vice President and General Manager of Norton Company, the area's largest employer. William Densmore is a force to be reckoned with and his leadership cannot be underestimated. A former member of the State Board of Education, a member of the Mayor's Committee for Collaboration between Education and Industry (dating back to 1965!), a leading force in the Chamber of Commerce, a leading force behind the Boston University Study, Mr. Densmore's name came up during every interview.

Apparently several local and national historical strains have come together fortuitously over the past 2-3 years, and the NMI grant award has served as the final icing. The following is an attempt to identify some of these strains:

1. 1965--Mayor's Committee on Drop-Outs: Identified need to involve industry in curriculum design to make school program more "relevant" to students.
2. 1965-66--Formation of local Education/Industry Collaboration Committee at request of Mayor (growing out of Drop-Outs Study)
3. 1966-67-- State Board of Education promulgated policy statements promoting career education (William Densmore-leading force)
4. 1973-74--Policy decision by Worcester School Council (Elected policy making body) to adopt and promote career education concepts and activities in K-12 curriculum.
5. Formation of Steering Committee of Chamber of Commerce leaders and educators (Densmore-catalyst) to help implement School Council policy directives.
6. 1974-75--Economic Recession making local educators "more reality-oriented"
7. 1975-77--Boston University Study, reports and policy option papers based on intensive study of local labor market supply and demand factors, interviews with 1969 graduates concerning their labor market experiences and interviews with about two dozen employers concerning their attitudes toward youth.
8. 1976 -- NMI Grant award making the Worcester Career Education Consortium part of the National network.

Considerable activities were generated around the various benchmarks noted above, but most did not get past the problem identification and good intention stage with a few notable exceptions, as follows:

A. Emanating from the Policy directives of the School Council and the formation of the Densmore-activated Steering Committee have been some carefully designed staff development and training activites developed by the Career Education Department of the Public Schools. Designed to make teachers from K-12 aware of the significance of the knowledge and skills they were imparting to youth, the teacher training curricula includes syllabus development and 16 hours of on-site training with nine local industries. At least 80 teachers are now is a position to act as trainers for surrounding school communities in addition to enriching their own curriculum and attitudes. Emanating from this effort (and a significant part of it) was an area-wide conference held in March 76 at Norton Company entitled "Employability--Whose Responsibility?" attended by 100 employers and described as the largest employers/school interface ever held in Worcester. The Conference was sponsored by the Career Education Consortium and Worcester Public Schools. From this Conference, commitments were received to provide field experiences (unpaid) for school enrollees for up to 6 hours per week as part of the school day as well as commitments for plant visits and further involvement in teacher training. Staff has been provided by PSE to assist the Career Education Unit with follow up on these commitments and placement of students in these internships. Although backed officially by school authorities, there is some resistance at the teacher level, who view any removal of the student from the classroom as a dilution of the academic experience. Continual effort is being made at the teacher level as well as the employer level to promote the concept of "everyone is a teacher" and the "city is the classroom!" However this teacher training and student field placement effort is the only tangible implementation activity noted to date. However, impression is given that Worcester is about to "break loose".

B. The Boston University Study has evidently been of great assistance to the Consortium. Although criticized by some as containing what everyone "knew in his gut", it has provided a focus and methodogical base on which to form an agenda. As such, it is an extremely valuable tool for the Consortium. Particularly noteworthy was the sharp focus placed on the short-run labor supply shortages to be anticipated in Worcester by the replacement of an aging blue-collar work force. Though various groups may differ with some of the demographic projections, almost all feel the Boston University Study is of immense value, and a sound and reliable core of information on which to base future acitivites.

C. Although included in the NMI Network in 1976, the Consortium has recently undergone a complete internal reorganization. Just incorporated as a non-profit corporation in order to accept local corporate gifts, it has a new set of by-laws, policy objectives and executive Director (on board since October 1). The new Director, Robert Sakakeeny is not unknown to the members, since he has served in a consultant capacity. However, his present contract is a 90-day option during which both he and the Board of Directors are assessing each other.

The following is an analysis of some of the major issues connected with this assessment.

Federal Action/Community Action and the Role of NMI

I feel strongly, as a result of my interviews, that the Worcester operation is basically a local operation, conceptualized and implemented to date by a few strong-minded, energetic community leaders. Most agree that neither the federal dollars nor the NMI role are critical to them in the future (after another year or two), but do agree that the current funding is valuable for staff support. The value of NMI and their technical support were perceived most acutely by the staff director and Board chairman who have had the most contact with NMI sponsored conferences, etc. The explanation given by several interviewees for the "stop and start" nature of the activities over the past 10-12 years was that no one saw implementation as their responsibility. Funding over the recent few years for staff support has come from several sources: State Department of Education, Chamber of Commerce and the Department of Labor via NMI. The current $30,000 deficit is expected to be offset by local fund raising.

The chief value that NMI has been to the Worcester Community is providing the contact with "the network"; a kind of an eye on the world. This has given the local people a sense of prestige, and an endorsement that their own perceptions are in fact national perceptions and that they are "on course". Comments were heard like "Willard Wirtz is our God-Father". "When we read *The Boundless Resource* it confirmed what we had been thinking for 10 years". And *The Boundless Resource* is our Bible". When asked how many copies of the Bible they had, they admitted to being asked to buy 40 (!!). They admitted that they feel they are ahead of many other communities in the Network and could provide some T/A themselves. They see themselves ready to break loose in another year or two. But it should be remembered that Worcester is on a *slow* but steady course of action.

Collaboration

Ascertaining the true level of collaboration is difficult. Certainly there is involvement. The business community members interviewed were quite candid in admitting "enlighted self interest" in the promoting of the Consortium. When Malcolm MacLeod of the Taxpayers Association was asked who had most to lose if the Consortium disappeared, he unhesitatingly said, "the business community". The business community in Worcester is a local community with deep and multi-generational roots. Commitment to the general betterment of the community is a natural instinct. They has been involved with crime prevention activities, "troubled employee " (alcohol -abuse) programs, pre-natal facilities studies and the like over the years, so that interest in the educational process is not unnatural. But this interest clearly goes beyond social concern. It is seen at its simplist form as a desire to convince educators and students of the value of the free enterprise system, and at its most conceptual level, as a need to prepare the whole student for life. Shades in-between focus on occupational choices and better counseling service.

However, most, if not all of the implemention activities to date have been generated by the educational establishment--never forgetting the key and crucial continual spark-plug role of Bill Densmore.

Larry Fox of the Higher Education Consortium claims that "cooperation is an unnatural act" but all parties interviewed felt that the existence of the Consortium gave all players a chance to meet, exchange ideas and plan joint activities. That probably best describes the current status.

All agree that intensive missionary work must go forward to get greater involvement of the business community and the educational staff (below managerial levels) in understanding the concepts behind school-to-work life transition.

Interface with Prime Sponsor and CETA Resources

Perhaps the most disquieting aspect of my interviews was the almost total isolation of the Consortium and its agenda from CETA and its activities. Most interviewers perceive CETA as a continuation of categorical programs. The youth model is still called NYC; is still operated as an income maintenance program by the local CAP Agency. But most unexpected, was the lack of perception on the part of the educators and business leaders that CETA resources could be channeled to enhance their school-to-work transition goals. They did not perceive the local policy development possibilities in CETA. The prime sponsor has a new director (July 1). The City Manager appointed a youth advisory committee last March. Unfortunately, the Consortium has such a low profile (although the City Manager is a Member) that it was not approached by the City Manager to play this key role in planning youth activities under the New Youth Employment and Demonstration Projects Act.

Consortium members expressed concerns that the Federal Government appeared to be only interested in economically disadvantaged youth, and that their concerns were broader. However, in all meetings held by this interviewer, ways of interfacing the plans, the valuable contracts and the ground work laid by the Consortium with CETA were articulated. It became clear to many that CETA could and should build on the established school/employer linkages of the Consortium, the inventory of current resources of the Consortium, the Boston University Study as well as some of the current program models such as the Special Ed/Girls Club Alternative Schools and the student internships. I left Worcester feeling that the City Manager and the CETA director will be hearing from the Consortium and that some joint membership on planning councils as well as joint funding of program activities may result. Minor turf problems exist, at least they appear minor from the safe distance of an out-of-town visitor.

Summary:

On balance, Worcester seems to be the right size, with the right people thinking the right thoughts. NMI has helped massage them through puberty, but they're still not quite ready to cut the cord. The message for other communities seems to be school-to-work life concepts and program activities must start from within the community. It is difficult to impose this process from the Federal government. Ideas can start with school people, with community leaders from business, from social service or from City Hall. Activities come together haltingly and gradually and federal dollars help with staff support, T/A and exposure to the experience of other communities.

The less prescriptive and categorical the federal dollars, the more broad-based the community support is likely to be. If the federal dollars coming into communities for purposes of labor market planning and manpower program implementation remain "relatively" decategorized, the CETA planning council and youth planning council could, if properly conceptualized, subsume many of the activities of these network organizations. The councils may be more important to smaller communities with less sophisticated interface mechanisms in place. Properly trained Regional Department of Labor staff could (but probably would not) play the advocacy role that NMI plays. If NMI is to be continued, in this role, I would recommend that their spots be carefully and thoughtfully chosen for them.

Minneapolis Work-Education Council
Minneapolis, Minnesota
October 17-18, 1977
By Thayne Robson

Based upon interviews with seven members of the Minneapolis Work-Education Council (WEC), the Council director, and reading the meeting minutes and other communiques prepared to describe the work of the Council, the following general conclusions seem warranted:

One, the Council has developed slowly,but successfully over the past ten months. The membership is largely complete except for additional representation from PTA (parent groups) and students. The Council has yet to develop a clear set of short term or long term goals, but all members agree that the monthly meetings have provided an extremely important dialogue among the power structure of Minneapolis.

Two, the Work-Education Council does have representation from the the "power structure" of the Minneapolis community: business, education, government officials--elected and administrative--labor unions,etc. Representatives from each of the groups expressed support for the Council.

Three, the role of the business community in Minneapolis affairs is greatly enhanced by the fact that the national headquarters of several large corporations are located in the city. Each of the major companies seems to give strong support to corporate citizenship issues. Among the firms taking an active role are: Honeywell, General Mills, Cargill, The Pillsbury Company, Minneapolis Star & Tribune, Target Stores, The First National Bank of Minneapolis, North West Bell Telephone, and Minnesota Gas Company.

Four, the WEC has held monthly meetings since May 1977. The membership has grown steadily over this period. (A list of current members and affiliations is attached.) A permanent chairman was elected at the August meeting. Both the chairman and the staff person are enthusiastic about the Council's work and committed to achieving success.

Five, the most significant accomplishment to date, in addition to solving the organizational and membership problem, has been the initial development work on an inventory or directory of all agencies and programs serving youth in the Minneapolis area. (A summary document is attached.) Although a great deal more work is required to determine precisely the level of staffing, funding, and services for each of the programs or agencies, it is clear that over 60 agencies, public and private, now claim to be working on youth employment problems in the Minneapolis area. Two task force groups are at work, one on the inventory and the other on preparing a brochure explaining the organization and goals of the Council.

Six, there is general agreement among those interviewed that the Council does provide an important forum where the activities, programs and commitments of all youth progams can be reviewed and analyzed and where information can be shared. There was also agreement that no other advisory committee, council, or planning body was currently meeting this need. There was also agreement that the Council could play an important role in "systematizing" or "coordinating" the numerous programs.

Seven, there are rather widespread differences among the Council members interviewed on the extent to which the Council can or should become involved in either formal evaluation of existing programs or initiating new programs--either as a direct sponsor or in cooperation with one or more of the programs within the city. Those who favor the Council taking the initiative in starting new programs were of the view that the Council should not become a regular operator of programs. It was their view that programs started by the Council should be spun off to other organizations once the programs were on their feet.

Eight, Minneapolis does not have a severe youth unemployment problem compared with other metropolitan areas of similar size. The city has a good school system, both in vocational education and college prepartory work, and has worked out alternative programs for students who have difficulty in completing regular programs. Furthermore, the minority population of the city is less than 7 percent.

Nine, there are no local funds going into the support of the Council other than the provision of office space and secretarial support by NAB. There was general agreement on the need for more staff and more financial support for the work of the Council. The most immediate need is for money and staff to complete the inventory project. The school district is considering the assignment of one or two work study students to work for the Council, and the CETA director is exploring the assignment of one or two PSE slots for further support. The organization and policies of NAB may complicate the assignment of PSE or work-study students of the Council staff.

Ten, the basic support for and direction to the Council seems to come primarily from the Council members themselves. There appears to be some concern from the members and the staff about how much direction is to be expected from NAB Washington or from the Department of Labor. Part of this problem is traceable to the conflict that arose at the outset when a group in Minneapolis known "The Early School Leavers" applied directly to NMI for a grant to set up and operate the Council. After this application was filed, Minneapolis was selected by NAB Washington as one of the five NAB cities. The initiative thereafter was taken by the NAB national office to initiate the program in Minneapolis. The Early School Leavers group is now represented on the Council and these early concerns seem to have been largely overcome.

The organizational structure of the Council is interesting. This organizational effort faced the common problem of how to obtain the power and interest of chief executive officers in business and public agencies while at the same time having the work done through regular meetings by persons with more time and interest in the day-to-day issues facing the Council. The compromise worked out appears to be well suited for the interests and needs of all concerned.

The Board of Directors consists of the chief executive officers who have pledged support to the Council and a willingness to assist as needed. The Directors meet only when requested. The working Council--earlier called alternates--is charged with developing the program and bringing problems and issues which require action and support to the attention of the Directors. The two bodies known as (1) the Board of Directors and (2) the Work-Education Council, maintain liaison in two ways. First, most of the chief executives are represented on the Council by subordinates and second, the Directors have charged the Council to bring to it a program which will aid the transition of youth from school to work in Minneapolis (A current membership list for both groups is attached.)

AN ASSESSMENT OF THE BETHEL AREA COMMUNITY WORK EDUCATION COUNCIL

by
Gregory Wurzburg

Bethel is a small rural community in west central Maine, closer in spirit and distance to the White Mountains in nearby New Hampshire than to the more "developed" regions of the state. Set apart from other growth centers in the state, the town is more isolated than most other towns its size in Maine. Being too far from state and county service network centers, but not large enough to support its own service network, Bethel has been left out, in some respects, from the service delivery mechanisms that meet the human resource needs of other municipalities.

The sense of isolation in Bethel is reinforced by the surrounding geography and the internal structure of the town. The town is surrounded on all sides by mountains and hills; the landscape is broken by lakes and rivers. Travel is by private car on twisted roads that increase distances dramatically. Within the town there are also dramatic distances among residents. There is a surprisingly clean cleavage between two principal groups that might be loosely categorized as "haves and "have nots." It is an almost feudal society with a relatively small middle-class.

In economic terms, Bethel is not appreciably better or worse off than other communities in Maine, but the economic life of the town is below any national economic norm. Employment opportunities in the area have remained relatively fixed for years with no influx of major employers and a slow decline as marginal businesses have closed. There is a strong underlying assumption that the employment situation is a given. Although there is a small tourist trade, and some agriculture, the mainstay of economic activity is the wood industry: harvesting, pulping (to a limited extent), and wood finishing. They are industries that are not conducive to building a stable and skilled labor force. Most of the work requires minimal skills and the wood harvesting operations are extraordinarily hazardous. Moves to bring in large outside employers or attempt any major economic development receive hardly any hearing and do not pick up popular support from the people who count. The only industry that seems to have a chance for further growth is the tourist trade, and that is largely because of the element of local control and the interest in capitalizing on the presence of a transient population.

Persons concerned over the issue of the youth school to work transition see the need for a broader-based economy with a larger skill mix, more skill differentials, and greater personal growth opportunities. Most of this runs counter to the economic interests of the "haves." In the past, the latter have actively discouraged outside employers from coming in for fear they would drive up wages either through direct competition for workers to fill low skill jobs or by creating new higher skilled jobs that would attract workers currently in low skilled jobs. In some cases the "discouragement" has taken the form of no welcome mat for outsiders. There is evidence that in other cases special steps were taken to zone out industrial intrusions. Regardless of the measures taken, the net effect has been that no major employers have entered the area in years. This forms part of the backdrop to the Bethel Area Community Work Education Council.

The Community Work Education Council Development

The Bethel Area Community Work Education Council (BAWEC) was formally voted into existence the night I left Bethel. At first glance it appears to be something of an anomaly, but on closer inspection it is clear that the Council has put down strong roots and may indeed thrive.

Before the Council was formally established in October of this year, an ad hoc committee of persons representing some of the local interests was established to lay a foundation. Two persons were instrumental in establishing the ad hoc committee and making the application to the National Manpower Institute for funding a grant, the Superintendent of Public Schools and the Director for Adult Education. Ken Smith, the Superintendent of Public Schools for the local School Administration District (SAD #44) is new to Bethel, having worked in his job for about a year. Marie Wilson, the Adult Education director, has worked with the school system for a few years operating adult education programs and succeeding in winning a number of federal grants for the area, through CETA as well as a number of other non-Department of Labor programs. These two persons perceived in their minds aspects of the school to work transition issue which posed problems and which a school to work council could address. They also identified a funding resource. The School Superintendent's brother, working for NMI, almost certainly played a role in introducing Bethel and NMI, but Marie Wilson's understanding of federal grant-in-aid programs was also helpful in making the match.

Beyond the germination, the sequence of events in the growth of the Council idea gets cloudy. Many factors came into play. It appears, though, that two factors acted as catalysts in galvanizing support for the

Council. The immediate issue was the void left by the collapse of the local vocational education system. The second issue, a more nebulous one encompassing the first, is the isolation Bethel experiences in the government service network operating in that section of Maine.

The history of vocational education services for Bethel students is representative in many ways of a larger pattern of service delivery that is not responding to local need. Before the 1976-1977 school year, the local vocational education system was fairly successful. It relied heavily on the Gould Academy in Bethel which accepted local students until the late 1960s and successfully placed many of them. When Gould stopped accepting local students, vocational education suffered a decline until a new middle school and high school (Telstar) was completed. Then vocational education programs linked to a co-op program to give students work experience in local businesses. That strategy proved successful until the 1976-1977 school year when a state-mandated vocational education regionalization plan putting Bethel's vocational education system under regional control fell apart in Northern Oxford County, leaving Bethel without vocational education services. The pattern was similar to other regionalized service delivery mechanisms that are based in other communities and are not responding to Bethel's needs. The experience with the Northern Oxford County Vocational Area (NOVA) was not an exceptional incident.

The pattern of isolation is also found in the state employment service activities that supposedly serve Bethel through an office in Rumford (30 miles away) and in the Community Services Administration network that supposedly serve Bethel from an office in South Paris (30 miles away). Neither organization has effectively surveyed needs in Bethel and neither has adopted service delivery patterns to serve Bethel. The cumulative effect has been to create a service void in which some of Bethel's problems are ignored.

The lack of human services in Bethel helped create the climate in which members of the ad hoc committee turned to a new mechanism for some solutions. But that initiative was premised on some concerns a bit more specific than the notion of the school to work transition. One member of the ad hoc committee was concerned about the inadequacy of career education efforts: providing too few services to too narrow a spectrum of students. Another member, and one of the major local employers, was concerned about the deteriorating linkages between employers and vocational education interests. As a father he was concerned about the limited consciousness of young adults in Bethel, growing up with a narrow perspective on life in Bethel and no firsthand knowledge of life in the rest of the world. Two themes that came up repeatedly were the attitudes of students towards work and their limited horizons.

How these concerns are translated into an agenda for action remains to be seen. The elected Council will have to decide that. But the thinking of the committee members, Don Bean -- newly appointed executive director for the committee/council, and persons outside the committee is instructive. They all see the Council acting as a catalyst initially, not as a direct program agent. This does not presume that resources are already available to take a program role. The thinking, however, is that initially the Council has to spell out what the issue of transition entails and what the relevant problems are. Once that is done, it is assumed that local resources can be marshalled more effectively and then outside resources (most federal grant-in-aid assistance, it appears) can be tapped, if necessary.

After some extensive ground work and discussion with committee members, Don Bean sees the main emphasis right now on conducting a locally-oriented needs assessment and on identifying specific issues and problems so that the generalized notion of "school to work transition" can be defined and documented. It is hoped that the "needs assessment" will be able to present a useable analysis of the local labor supply and demand conditions and some insights into where students go and what they do during the transition stage.

The Council is barely underway so it is hard to assess participation so far. However, in the formative stages, certain segments of the community have not had inputs, formal or otherwise. Student input has been limited. Although there are plans to incorporate students into the Council, it is too early to say whether that will occur. Another segment of the community that has been lacking is the low-skilled and low-paid workers. This is a group that other community organizers in the area have not been able to tap effectively. Unions, ineffective as they are, have not been approached because "the time is not right." This is the kind of area where who you are is more important that what you say. Don Bean, new to Bethel, does not feel that he has the community standing yet, necessary to successfully approach the unions.

The ad hoc committee/council has been carried thus far largely through the energies of a few individuals. Whether it captures the community fancy will depend on (1) whether it has struck a responsive chord, and (2) whether the Council is a workable forum for coalescing the varied interests. The first condition is problemmatic, but there are some reasons to believe that with respect to the second condition the collaborative process in Bethel may be something distinctive that will have some impacts different from what might otherwise occur.

From what was observed, the Council is neither creating a role for itself from nothing, nor is it horning in on the roles of other institutions. The process seems to have focused attention on the school to work transition issue in such a way as to call for a new institutional response. That response would be filling a genuine void.

Although it is not clear that the Bethel Area CWEC can deal with school to work transition, there are no other institutions that could adequately address it alone. Career guidance in the public schools is largely ineffective because the one counselor serving seven grades is tremendously overworked. The vocational education advising group is naturally focused on just one component of education. But, just as importantly, it is perceived to be overrepresentative of employer interests. The school board of education, while a fairly enlightened group sensitive to policy issues that transcend the management of the school budget, simply is not equipped to tackle the issue alone. There are no effective youth organizations in the area. The local government is not appropriate because of its burden and the fact that it is not a forum where the school to work transition could get a good hearing in the conceptual stage. Outside the community there is no clear institutional mandate for action along these lines. If there were, it is doubtful whether resources would be devoted to it. The regional community services agency could, in theory, be a vehicle for spurring collaboration. But, in practice, it is overworked and overcommitted already and if past experience is any indicator, could not mount much of a collaborative effort in Bethel. CETA does not appear to be a good mechanism either. Bethel falls in the Maine balance of state operation. The channel to the State Manpower Services Council is the County (CETA) Advisory Council. If it were to attempt collaborative efforts, the effect of this group would probably be minimal for a number of reasons. It has a county orientation which works against Bethel, but is also dominated by its chairman who, from all indications, is not inclined to give the school to work transition a hearing, nor give it any resources, because it is a "soft" program. Bethel's tie into Title I services would be through the regional community services agency, which as already reported, cannot effectively reach out to Bethel.

The Council could succeed where other institutions alone have not done enough, because it is structured to cut across the lines of institutions organized on a largely regional basis, and force a focus on Bethel area issues. More fundamentally, it also creates a forum for local concern where there was none before.

Although there appears to be a convincing need for the council and the pivotal role it is playing, there is not much evidence to indicate it would have come about without the school to work transition program effort at the federal level. Resources are scarce in the area, and any kind of organizational development in the Bethel "cultural" climate has to be slow and deliberate. Seed money has to be sufficient to sustain an evolving project like this for an extended period of time. Without adequate outside seed money, the diseconomicies of the small rural scale of available local resources are sure to kill the project.

It seems that one element of the collaboration concept is to line up available resources so they can be directed towards solving a problem. Although the executive director of BACWEC and the ad hoc committee have succeeded in getting a commitment for a time and ideas from the committee members, hard resources are scarce. The BACWEC has gotten office space from the SAD #44, but nothing is clear for the future. In the opinion of the persons involved so far, that is not important for the moment; development is in too early a stage. But it is obvious that the Council will have to take a role in identifying a permanent source of funding that will probably be outside Bethel. Unless it comes with few strings, the independent nature and effectiveness of the collaboration process, which has been carefully nurtured so far, may be impinged upon.

The Council and NMI

The Bethel Area CWEC has received an extensive amount of technical assistance from the National Manpower Institute. Most of it has been in the form of information about national employment and training programs in general, and updates on community work education council efforts. NMI has also served as a facilitator in getting the Executive Director of BACWEC in touch with other work education councils. Don Bean emphasized the value of the assistance, saying it was a good source of ideas from the outside. He also stated clearly that NMI was not forcing itself on him or the council. But from the outside the NMI role appears at times to be overbearing. Representatives have visited the site a number of times. While they have not interferred too much with the local organizing, virtually all of the persons I spoke with had met the NMI representative and were aware of the NMI presence. NMI had planned another visit in late September or early October, but postponed it at the request of the local council executive director. He felt their presence was not particularly helpful as the first formal organizational meeting approached.

The line that is perceived between NMI and the Department of Labor is a blurry one with few real distinctions perceived. Anything from Washington is lumped together and viewed with suspicion. To the extent that a DOL role is perceived, it is strictly as a funding source. The concern about DOL's commitment boils down to a question of whether BACWEC will receive a second year of funding. Here there were great doubts. NMI has stressed that DOL's commitment to the Councils was not firm and that the second year of funding from DOL was uncertain. The great concern over declining DOL interest that NMI reported that the local councils were feeling seems to be more a projection of NMI's worries than a true rendering of local concerns. Only the executive director and two ad hoc committee members fully appreciate the DOL role and all recognize a virtue in keeping the Council distinct from DOL.

AN ASSESSMENT OF THE FRANKLIN COUNTY COMMUNITY EDUCATION WORK COUNCIL

by
Gregory Wurzburg

Background

The Franklin County Community Education Work Project is actually the first step in what is intended to be a northwest Vermont network that will cover Lamoille County and Grand Isle County, as well as Franklin County.

The entire northwest area is economically depressed. Unemployment, and the incidence of poverty, run well above the state averages which are well above national averages. Unemployment in some large pockets exceeds 35 percent. Economic growth in the area is mixed. Burlington to the south, after an exodus of textile industries, is experiencing the influx of a few large employers, but the net changes in the Council's three-county target area is negative at the margin. Agriculture is declining and what industry there is in the area is not strongly attracted to stay. Energy costs are high, and transportation is chancey at times. But of special importance is the inadequate labor supply. In spite of the large number of jobless Vermonters in the area, most local businesses looking for skilled, reliable, and consistent workers go outside the area in their recruiting. The feeling among many employers is that the chronic economic depression in the area has lowered the expectations -- and performance -- of many native workers to the point that they will not work in a full-time job on more than a seasonal basis. The area labor supply is seen as being largely unskilled, poorly educated, and not given to making a long-term commitment to any employment opportunity. For the many residents of the area, these conditions support a self-selection process in which the natives consistently find themselves in minimum wage, low-skill, and unstable jobs.

Young adults coming out of school follow a pattern that is familiar in isolated rural areas. Slightly more than 1 in 7 go for some kind of post-secondary education. Fewer than 1 in 7 go on to four year colleges. The remainder, lacking anything beyond a high school education and frequently unprepared for any kind of work, stay in the area. There is concern over the relatively low number of youths who go on for post-secondary education and there is a concern over the quality of education and guidance students receive in the local schools.

A number of assumptions seem to have been made about the transition from school to work. A major one is that there are too few jobs for the youths to enter, and that the northwest sector is a labor surplus area very much in need of economic development measures. That recognition is high on almost everyone's list, although there are different opinions about the shape such development should take. The two other assumptions that came through were that even if/when jobs are available, the youth in the area are not equipped to move into them. Many lack skills, but more importantly, they do not know enough about the world of work and planning for their future.

In identifying the transition problems of youths, no one pinned the blame on any one group. Although at one time or another the public schools, employers, parents, and organizations responsible for CETA and employment services were fingered as contributing to the problems, no one suggested that any one of them could act alone to come up with an effective solution. The consensus was that the transition problem called for an institutional response that somehow brought all the potential players into the game. The community work education council is seen as the vehicle for doing that.

The Genesis: The Council and Its Relation to the Community College of Vermont

The Franklin County Community Education Work Council was funded in response to a grant application prepared by Peter Smith, the President of the Community College of Vermont. He heard about the work education council idea through the AACJC newsletter and submitted an application virtually single-handedly because of the close parallel he saw between what the council concept was designed to achieve and what CCV was trying to achieve. He thought the work educational council concept supplemented and complemented the theory behind CCV. He saw it as another approach to improving the "career relevance" of education and saw it as a valid way to extend the CCV concept down to the secondary education level while maintaining the identity of secondary and post-secondary institutions. He also saw the Council as being able to be piggybacked on the CCV network.*

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*To appreciate the meaning of the initial ties between the Franklin County Community Education Work Council and the Community College of Vermont, it is necessary to know a little bit about the latter.

CCV, while not a specifically experimental effort, is a novel variation of the community college concept. Established in 1970 under the authorization of the Vermont State College Act, and accredited in 1975 by the New England Association of Schools and Colleges, CCV attempts to extend participation in post-secondary education to more persons who could use it, and to improve the impact of post-secondary education by making it more adaptable to the unique needs of individual students. The strategy that CCV has adopted for meeting this goal is one that builds heavily on a decentralized, community-based network that tries to identify and pool local resources. CCV has no permanent teaching staff, no permanent classroom facilities, and no permanent detailed curriculum. Instead, it relies on an intensive counseling service structured to tap local practitioners who are qualified to teach formal courses, and to locate community facilities -- private homes, local schools, or actual work environments -- where classes can be held. But the core of the CCV approach is embodied in its extensive "counseling" capability that is geared to helping students articulate their life goals and then to put some structure into their education and practical experience so that the two will produce consistent career development progress. An important tactic in CCV's approach has been to make CCV as accessible as possible to persons who work and live scattered across a large geographical area.

Some of the central notions of "career education" found in CCV are also embodied in the community work education council concept. The "collaborative" process that marks the CCV delivery system is also similar to what is envisioned in the CWEC collaborative process. It is no accident that Peter Smith was familiar with the literature on the community work education councils before he ever heard of the AACJC project.

Integration vs. Independence

True to the terms of its application and the implied logic of using AACJC as a consortium and CCV as the local sponsor, the Council was established very much as a part of CCV. This connection, although looser now, persisted even when part-way through the application process AACJC emphasized that the Council's attention was to be concentrated on youth, not the CCV population which averages above 30 years of age. That distinction notwithstanding, however, the view from the college president's office was that the Council's activities were a natural extension of the college. The Council shared CCV administrative space and shared staff in Johnson and St. Albans. The Council's operations during the first few months reflected the close ties. Council operations were run out of CCV offices in St. Albans, Enosburg Falls, and Johnson. The Council was staffed initially with a full-time director and secretarial support and program personnel support that were shared with CCV. Four persons were involved with molding the policies and direction of the Council from the time the Council started operation until well into the summer. The project director was nominally in charge, but Peggy Johnson, a CCV site director, was also very active, as were Peter Smith and Ken Hood, his assistant. The first Council director dropped back to a less than full-time capacity in mid-summer for personal reasons, aggravating a void in independent Council leadership until September 1 when Michele Ferland, the present project director, was appointed full-time. At about the same time Michele Ferland was appointed, AACJC started making noises about the appearance that the Council was becoming very much a part of CCV.

Since the time when the new project director was appointed, the Council has begun moving towards more independence and it is assuming a clearer identity of its own. She is working full-time for the Council. The CCV site director at Johnson has been taken off the Council payroll entirely, and although some other professional and clerical staff are still shared, the leadership and character of the council are becoming more dependent. The informal line of accountability that existed between the first director and the CCV president's office has virtually been eliminated. The president's assistant is now very much out of the operation except where there are clear links between Council work and CCV activities.

Although it is not purely a function of the interdependence of CCV and the Council, the financial future of the Council could be linked with CCV. When Peter Smith originally proposed establishing the Council, he foresaw it as an activity that could eventually be subsumed in an expanded CCV role. He has even made tentative plans in the college's proposed budget to support Council work 100 percent beginning in October 1978. However, in light of recent pressures from AACJC to keep the Council separate from the College, and in light of the new project director's concern over the independence of the Council, it appears unlikely that the Council will rely on the College for extensive financial support. The presumption is that support may be available from other state and federal sources, and by securing that kind of support the Council could establish itself as a free agent.

Regardless of what develops financially, however, it is the intention of the CCV President to plug into Council activities where it is feasible. Michele Ferland, while committed to maintaining a strong council identity, also appears willing to take advantage of CCV resources. That, from all appearances, would be a symbiotic relationship.

The Collaboration Process

Whatever we are to call the central process that lies at the heart of what the Council does, it seems to entail two activities. One is a formal meeting activity that serves to create a large forum for ventilating ideas and formulating Council "policies." The other is an informal communication/work activity that serves to sharpen some of the ideas exchanged in the large meetings and to establish specific work agendas. The two activities appear to be complementary. It is clear that neither one alone could achieve substantial results.

Both the original project director and the present Council project director have recognized a formal and informal character to the Council's role. Both stated intentions to hold full Council meetings infrequently, once the Council is established, and to do the bulk of the Council's work through "committee" meetings and through less formal contacts between the project director and Council members.

On the formal level the Council meetings have served the following purposes:

(1) They have brought together a wide cross-section of community resources and interests that have not been pulled together before (Even youths have been active in the Council work so

far. Although none are members yet, there are plans to bring some aboard).

(2) They have provided a forum for presenting the community work education council concept in general terms and then adding specific details to define it in the local context.

(3) They have served to focus discussion on the school to work transition phenomenon and then to define that phenomenon in terms of how it is seen from the perspectives of employers, educators, and youths.

(4) They have served as a forum for discussing strategy for developing solutions to some of the problems associated with the school to work transition.

While the Council meetings have proved productive, they have not always been 100 percent positive. Unfocused leadership in some of the initial meetings probably reduced enthusiasm for the Council and its agenda. This had the effect of stunting Council progress during the summer. Leadership notwithstanding, the open meetings have also had the effect of pushing members into institutionally defined roles. Public discussion has been marked by narrow perspectives, confined institutional interests, and some defensive attitudes. The meetings have not been useful for nailing down problems in overly specific terms or in suggesting solutions that might point accusing fingers.

But, the Council meetings have also had the effect of providing a base upon which informal communications have been established. Those informal networks which the project director is cultivating with special attention have achieved a number of results. The overall effect has been to break down institutional identities of the different players and to encourage interaction on a more personal basis. This in turn has triggered three smaller effects:

(1) By putting distance between individuals and the institutions they represent, informal persuasion has been used to make persons agents for change on the inside.

(2) Individuals may be able to do end runs on barriers created by institutional rivalry and plain bad blood. Where one individual is ineffective, others in the network can be brought into the persuasion process so that linkages and cooperative measures can be established.

(3) Finer details of institutional failures have been spelled out. Where most members have been reluctant to speak publicly in much detail about where their respective institutions have fallen down, they have been much more open in the informal network. They have also been more willing to point fingers at what they perceive to be the failures of other institutions.

Essentially by permitting both a formal and informal communication channel, the Council mechanism is providing the project director with a fairly well developed picture of what individuals think the problems are, what the institutional posture is, where discrepancies between individuals and their institutions can be leveraged into change, and who the agents for change might be.

The Council Agenda

The Council has not yet progressed to the point where an agenda has been developed, but certain directions can be inferred from how the problems are assessed.

The initial plans for the Council are to keep it in a role as a catalyst for change rather than a direct agent for change. This calls for a comprehensive needs assessment and a survey of local resources. Although the Franklin County project application included a fairly detailed survey of local employment opportunities and demographic patterns, it failed to take the analysis far enough in pinning down some specific needs. Data was not available to support that and time was not available to permit collecting more information. Consequently, the Council is preparing a fairly detailed assessment that will address current employment opportunities, economic development opportunities, current services and potential for linkages among those services, and possibly post-secondary work and education experience of students leaving local schools. The point is to identify problems in specific communities within Franklin County and to provide a source of data for helping to formulate solutions.

The specifics of the agenda beyond that point are not clear, since they are obviously predicated on the problems that the survey flushes out. But the assumption thus far is that the gross problems -- lack of guidance in the schools, poor communication between schools and employers, and lack of employer awareness of student difficulties -- will have to be solved first with improved communications. The intention is to keep the Council as a forum for doing that.

To the extent that additional resources are needed to solve problems, the intention seems to be to make the Council a catalyst, prodding educational agencies, for example, into seeking additional support. The feeling now is that a great deal of vocational education resources and career education resources available from the state and federal government are being foregone because of local inertia and resistance to certain innovations.

Although the view so far is that the Council should generally be facilitating action among other institutions, there is a distinct disinclination on the part of the project director and Council members to rule out a visible program role for the Council. A program role would give the Council more visibility; tangible results make points for winning members and making more change. There is always the chance that a direct role may jeopardize the Council's "independence," and bring it into conflict with the goals of other organizations, but the thinking is that danger is minimized by the fact that direct action would probably take place only where clear voids exist. It appears that service voids, attributable to more than bad communications, do exist, especially with respect to state employment service responsibilities and the delivery of CETA services. Data from the state employment service and the CETA agency is of only limited value. The economic development area also might offer the opportunity for direct action by the Council. Although there are both state and local economic development agencies, voids exist. The state agency is lethargic and unimaginative, confining its action to building industrial parks -- which stand almost totally vacant. The local-based Target Area Development Corporation may do a more effective job of attracting outside business and easing resettlement problems; but its orientation is towards developing outside resources. With the interest that at least one member of that group expressed in developing local economic development resources -- a different kind of game -- the Council could conceivably help encourage local entrepreneurship. Even activities like this, however, would probably be undertaken with at least some assistance from groups like the Community College of Vermont.

Potential activities notwithstanding, the agenda is being developed very slowly at this point. The progress is deliberate, going a step at a time. What will be crucial to watch is whether an action agenda comes in time to keep interest. The initial conceptualizing stage has been drawn out by the hiatus in Council leadership. But the September appointment of Michele Ferland as the new project director and the more recent appointment of a Council chairperson ought to speed progress a bit.

A question that should be asked to keep our view of the collaboration process in perspective is what kind of interaction would take place in the absence of the Council? The answer can be based on an analysis of what has happened in the past and some conjecture about what would be likely to occur given the present conditions without a council.

So far the school to work transition landscape has been marked by many players in the northwest Vermont area running in separate spheres. The school system is isolated from employers and, to an extent, from the community. Whatever contact there has been between schools and employers has been entirely informal, with an occasional teacher acting as an intermediary. Official administration involvement is nil. The local board of education has confined its worries almost entirely to administrative matters and putting out fires. Planning and larger policy issues related to shortcomings in the total education process are simply not addressed. "Career Education" is a red flag for many of the local teachers and administrators who mistakenly see it as a canned teaching package. Consequently, potential outside aid for career education activities has been ignored. Although there is a state vocational education agency that has money available for adult education programs and the kinds of vocational education activity that could be used to enlarge the educators' role in the community, administrators here, too, have stubbornly refused to take the initiative.

Local employers, until the first few Council meetings, were not aware of the fact that most of their hires were from outside the northwest Vermont area. They are now at least posturing some concern about why that may be and what could be done to change conditions.

What economic development activity there has been has taken place almost entirely oblivious to youth employment conditions and some larger labor market conditions. There is an attempt to increase local employment, but it is apparent that the local labor supply and market functions have not been studied very closely. The void appears to be an act of omission rather than a result of deliberate policy choice.

As far as CETA goes, the linkages here too have been nonexistent. In spite of the potential for impact on youth, CETA programs have been limited because of resistance in the schools to establishing links. Furthermore, communications between CETA and other local players with a potential impact -- such as employers -- have not developed. However, the project director was just appointed as a member of the County CETA Advisory Council, so that may change. She sees a value in establishing the linkages but also has a good understanding of what the barriers to those linkages may be.

The Council appears to have had the effect so far of doing two things. First, it has created a focus on the transition issue, and, second, it has pulled together persons who have a potential role to play in the transition process. Although the players involved now are not strangers, they have not been together before in the context of a group focusing on this single issue. That is not likely to happen without the Council and if it did, probably little would come of it because no one would have the time to devote to it. The people involved are already overextended. But the Council has provided the focus and resources for getting a general agenda from the members and turning that into a specific plan of action that it appears can be implemented through the project director. This will be done using the Council formally and using the network it creates informally.

The Consortium Role

The relation between the Franklin County Community Education Work Council and the American Association of Colleges and Junior Colleges has been uneven. To the extent that AACJC has provided technical assistance, it has been useful and appreciated at the Council level. But there are gaps in the assistance. Of more concern, however, is the uneven guidance that AACJC has provided, moving from minimal guidance to more detailed guidance that has conflicted with earlier program direction and conflicts with the idea of local council independence.

In its consortium capacity AACJC attempts to fill an information exchange and council interaction function. Its first function, really a technical assistance role, has been limited. AACJC has sent project directors canned information about the concept of work education councils and collaboration. But it has not volunteered practical technical assistance packages oriented to program management issues: group dynamics, rural organization, the pros and cons of incorporation, federal funding sources, etc. AACJC has been more successful in establishing links among its consortium members and that has been particularly useful. The second meeting of the Council, June 20, was built around the AACJC project administrators' conference and included participation of project directors from the other AACJC-sponsored councils. That meeting had the effect of establishing communication between Franklin County and the other councils. The first project director and the present project director have been able to take advantage of this link, discussing their experiences with others in somewhat similar situations. For a novel experiment like this, with so many unknowns, the project directors found the outside perspective useful.

The effectiveness of much of the cross-ventilation provided by the interaction among AACJC councils is a function, in part, of its informality. It might be impossible to "institutionalize" those links. However, AACJC could probably create more opportunities for that kind of communication by keeping tabs on what different councils are doing and pairing similar ones.

Aside from its dual consortium role, AACJC also has a contract role with each council. In the case of the Franklin County Council, there have been difficulties here and the potential for more. The principal question is how independent the Council should be.

Using AACJC as a contractor for the school to work initiative immediately implies a reliance on the AACJC network and some degree of integration with community college activity. In its original application, the Community College of Vermont took its cue from this implied relationship and specifically stated the Council would be integrated as a college activity with an emphasis on easing the school to work transition of its students. However, since the CCV students are not "youths" for the most part, AACJC had CCV redirect the intended focus of the Council on youth. This, in effect, shifted the focus to secondary institutions and established more separation between the Council and CCV. However, the idea of the Council being a CCV program went unchallenged for a long time.

It was not until September that AACJC moved, abruptly in the minds of Franklin County observers, to pressure the Council into an independent role. At that time the new project director was informed that the Council was not to be a CCV program and that the shared staff arrangement between the Council and CCV was not going to be tolerated. When the project director presented AACJC with a new plan for the division of labor that made some realignments, AACJC concurred. Even now the project director is exploring other ways of moving the Council into an independent role. However, that plan for independence is a long-range one. It appears that for at least the next year the Council will unavoidably be acting as an administrative extension of CCV. The concern in Franklin County is that AACJC will suddenly require more complete independence before the Council can manage it alone.

The confusion over AACJC's intervention raises a number of questions. Is AACJC taking a stronger role in calling the shots, or is it just trying to correct some major problems that were overlooked? How much real discretion will be allowed at the local level? What are the underlying assumptions in going with a group like AACJC as a contractor for this whole program?

The first two questions are definitely related and the answers hinge on the interpretation of how the Council was developing during its first five months or so. It appears that although the application submitted by CCV clearly indicated the Council was intended to be closely connected with the College, AACJC did not take the intention seriously or overlooked it. Nothing was said until September. It is possible that the staffing pattern that developed, which showed evidence of big overlaps between the Council and the College, was not obvious to AACJC since there was a diffuse decision structure that made it difficult to get a clear perspective on what was happening. For a while no fewer than four persons were involved in making decisions. The second project director, however, appointed September 1, effectively filled a leadership void and began consolidating the diffuse structure. At about the same time, AACJC stated quite explicitly that the Council had to be independent of the College. The AACJC action has confused the local actors and leaves them unsure about what AACJC really wants and how responsive the local Council must be to the AACJC requests.

The third question underlines the concern that the Council director and some CCV personnel have about the independence of the Council. It is presumed that since CCV was awarded the grant for establishing a work education council, some link between the two is presumed, at the outset at least. The recent AACJC pressure is perceived as an about face that contradicts that presumption. AACJC may have been reacting, however (overreacting?), to what was seen from Washington as an unhealthy dominance over the Council exerted by the CCV President. Whatever the case actually is, it is evident that communications between Washington and Franklin County need improvement The highest priority ought to be given the independence of the Council and freedom for it to chart its own course -- regardless of how close to or far from CCV that course may be.

Perceptions About the Federal Role

Perceptions about the federal involvement in the Community Educational Work Council are limited mostly to the financial end, where there is a great deal of concern over whether federal funding will be available for a second year of operation for the Council. Both the project director and the President of CCV expressed concern that the Department of Labor was expecting the Council to be in full operation and self-supporting within a single year of funding. Neither thought it feasible.

COMMUNITY COUNCILS AND THE TRANSITION BETWEEN EDUCATION AND WORK

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October 1976

TABLE OF CONTENTS

PAGE

INTRODUCTION 223

YOUTH: From Education to Work

1. The Transition to Work Problem 227
2. Alternatives to Approaching the Problem 233
3. The Council Approach: Concept and Definition 237
4. State of the Art: Past and Current Developments 241
    a. General State of Collaborative Arrangements 241
    b. The NMI/Federal Government Pilot Effort 244
    c. Operational Criteria for Identifying Council Approaches for the Pilot Effort 247
5. Hypotheses and Information Required to Test Hypotheses 251

ADULTS: From Work to Education 258

1. The Transition to Education Problem 258
2. Possible Agenda for a Collaborative Process 263
3. Hypotheses 264

FOOTNOTES 267

INTRODUCTION

The basic purpose of this paper is to elaborate the idea of Councils composed of business, education, labor and other key individuals and community institutions to a degree that will lay a basis for further work to test this approach to education/work transitions systematically. It is not, in itself, an attempt to develop an experimental or evaluation methodology. Instead, its purpose is to provide a resource that can be used for others to suggest and develop alternative approaches to enlarging knowledge about the effectiveness of collaborative approaches at the community level. It encompasses the youth transition from education, and, more briefly, the adult transition at various points from work to education.

The Youth and Adult sections of the paper start with a summarization of knowledge about barriers in transitions. This summary of what is known about these barriers is of a larger body of analysis by this author and his associates at the National Manpower Institute,[1/] and also extracts from Bridging the Gap, written by the College Entrance Examination Board and funded by the National Institute of Education. While it is from such analyses of the existing transition process that the approach of Councils derives, there are alternative or complementary programmatic responses that could be drawn from the same analysis. These will be commented on. Since this paper is about the Council approach, it will move quickly to an exposition of that alternative, including the explanation of the concept and the definition of Councils or community collaborative processes.

The state of the art will be summarized, recognizing that no systematic study has been made of the usually fragmentary ventures now underway and that operational practice is under evolution at the present time in the form of a pilot effort launched by the federal government. This pilot effort will be described in some detail because it may be an opportunity for the undertaking of more long range evaluation and development efforts. A survey of existing Council efforts through site visits and systematic data collection was not provided for in the commissioning of this paper. Included in the description of this evolving effort is the operational criteria used to identify collaborative processes for inclusion in the pilot effort, although these should in no way be regarded as official in the conduct of that pilot program.*

Finally, a set of hypotheses will be presented as to the outcomes expected from Council-type collaborative processes at the community level, and the information requirements specified that would enable the testing of these hypotheses. There will be divergence of opinion about what is here specified, but, hopefully,they will provoke the kind of discussion which will further systematic analysis.

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* The author does not have operational responsibility for the portion of the pilot program being carried out by the National Manpower Institute.

While a somewhat parallel organization is used for the adult section, there is the recognition that practice here is even further behind than what is discussed and underway on the youth side. Therefore, this section will be correspondingly shorter.

YOUTH

The period of life discussed here is roughly age 14 to 20. While all youth of this age may fall within the scope of Council activities, there is particular (although not exclusive) concern for those not effecting their transition through the four-year college route, and even more particularly those not traveling the route of professional degrees. While the young people to which this paper applies differ considerably in terms of the ease with which they move from adolescence to economic adulthood...achieve "occupational establishment" in Marcia Freedman's phrase[2/]...the institutions and inter-institutional processes with which this paper deals affect (or are involved with) all youth in this broad category.

Youth transition is addressed from the standpoint of improving access to roles which aid in occupational maturation. It is not intended as a treatment approach geared only to a subset of youth labeled "disadvantaged" or "minority." It is assumed, or here posited, that the most viable approach is to increase opportunities for occupational maturation, and that those most in need will benefit disproportionately, that treatment efforts designed solely for a deprived segment will have self-defeating features, and that political realities dictate the organization of a larger constituency of beneficiaries in order to achieve the actions that will help those most in need.

1. The Transition to Work Problem

The observations which lead to the conclusion that some new effort is needed were such as to strongly suggest that present arrangements for the youth transition—for a large segment of youth—were not affording the opportunities that we are capable of. Such observation of the existing situation leads to a conclusion that changes were desirable. Thus, a detailing of these observations is a critical link to a conclusion that change is needed, and to a form of change embodied in Councils and collaborative processes.[3/]

While there is no complete independent analysis of youth transition experiences within the confines of this paper, the central conclusions and facts can be set forth. Then, they will be related to alternative courses of action and the choice of a process approach embodied in Councils and involving collaboration among institutions and sectors at the community level.

- There is an age gap between high school certification at 17 or 18 and hiring for regular adult jobs at age 20 or 21.

  Youth do work both during school and immediately after leaving school in what can be loosely termed "youth jobs." These jobs likely have value, but the fact that a market has developed for youth labor excluded from regular entry level employment does not remove the fact of a delay in the transition process that is known to be avoidable by virtue of the experience of the firms that do hire them, and the cooperative education programs (among others) that provide for earlier, and gradual transition.[4]

- The results of surveys of employer hiring practices showing an "age gap" is supported by analysis of the nature of jobs youth do hold.

  The existence of a separate market for youth labor, based on age alone, shows up in the comparisons of occupations held by teenagers with those held by adults with the same educational achievement. Also, the relevance of age before 21, as compared with certification, shows up in research that finds little difference (holding age constant) in the labor market achievements of high school dropouts and high school graduates.[5]

- These "youth jobs," during schooling, are arranged almost entirely by the youth themselves, and little advantage is taken of the opportunity for a developmental integration of education and experience.

  The fact that youth want work experience while in school, but that it is almost entirely a matter they arrange through "friends and relatives" demonstrates both a desire to work on the part of the youth and that the opportunity

24~

is there to integrate work more closely with education.

- There is very little useful occupational information available that is relevant to local job markets for use by students, counselors, teachers, and curriculum planners.

The Occupational Outlook Handbook remains, in most settings, the primary resource and is largely limited to nationwide information. The start made on collecting "job vacancy" statistics has been abandoned. There is seldom a complete inventory of local training facilities and opportunities available. Youth have limited information about occupations, though some research shows that those who know more fare better. There is inadequate research on the role better information would play in the transition from school to work. The new computerized job information and counseling systems are handicapped by a lack of available good information.[6]

- While there is growing acceptance of the value of experience opportunities related to classroom education, there are relatively few of them.

While some fine models exist around the country the planned interchange of experience and education is neither large nor rapidly growing at the level of secondary education. Cooperative

Education programs are still small in number and federally financed work experience programs are largely for income maintenance with the jobs primarily within the school system itself. School, employer and union participation is lacking in expanding experience opportunities. Some form of local public service or "Community Internships" will be required in most communities to supplement opportunities in the private sector.[7]

- Placement services to in-school and graduating students, with follow-up to see how things worked out, is practically non-existent.

The services of the Public Employment Service to in-school and graduating youth has been on the decline since 1964. (Only one percent of the "Class of 1972" were found by the Office of Education's survey to have gotten their jobs through the Employment Service.) Schools do little placement, although there are several working school models. The stimulus intended to placement under the Higher Education Amendments of 1972 never really took place. There are exceptions, particularly in good vocational education schools where counselors and individual teachers work to find jobs for graduates.[8]

- Counseling services, particularly for those who do not end up going to college, are in short supply, and the professionals engaged in providing such services are frequently not well informed about the work world.

There is an inadequacy in the numbers of counselors, in the certification arrangements which screen out non-teachers, in the nature of counselor preparation, in the non-counseling uses to which existing counselors are put, and in the harnessing of resources at large in the community. There are, again, numerous models for doing it better, and a consciousness on the part of the American Personnel and Guidance Association in getting things on a better track, through seeking a broader counseling base in federal legislation.[9]

- Laws relating to youth employment are overlapping, and not well understood by youth, parents, school officials, and employers, creating a barrier to work experience programs and youth employment.

There are both state and federal "child labor" laws that affect youth under 19. Field work has established that there is considerable confusion among employers about what these laws permit and prohibit, and that the possibilities of an employer making a mistake in hiring has resulted in excluding youth because of disadvantages that might result under Workmen's Compensation and other laws.[10]

- There are a variety of regulations and practices that inhibit the broadening of education beyond the classroom.

  These range from the way "school attendance" is reported for financial aid to the schools which might not include a day in the "experience" phase of education, inflexibilities in class scheduling that inhibit a variety of possible work experience linkages to regular employing institutions, and "work permit" arrangements usually administered by the schools.[11]

- While there are important exceptions, the question of how much actual job skill training should be conducted in the public classroom has been decided on pedagogical grounds, or historical precedent, rather than a careful relating of public efforts to employer hiring and training practices, and to private schools that provide skill training.

  Employer hiring and training practices vary from community to community and industry too, and also change over time. Yet decisions made about public school skill training tend to remain in effect for very long periods of time, and not be geared to actual employer behavior. Little effort is made to integrate private school training and public classroom training in ways that would minimize the need for public classroom training through cooperative arrangements.

These are some of the major disjunctures in the movement of youth into economic adulthood. In some cases, direct evidence is cited, such as employer hiring practices toward persons under 21 and the "youth job" labor market that exists below that age. In other instances, the absence of linking mechanisms, such as any placement assistance to graduating high school students, is cited with the implicit assumption that the transition would be smoother, and the youth-job match a better one, if such mechanisms were present.

2. Alternatives to Approaching the Problem

The elements of a successful transition are many, and the locus of responsibility varied. There are questions about which particular problem area accounts for the largest share of present difficulties, and there are different approaches to any one of them. To further confuse the development of policy, different youth experience these barriers differentially, and single approaches are likely selective as to the youth who are affected.

There are a number of components to an improvement effort that might be looked upon as experimental models, and within the components, there are alternative approaches which would warrant comparison. In these terms of substantive actions, there are a number of current efforts that are promising and need close attention, such as:

- Experience Based Career Education which is being extended by NIE and OE, and other education/experience programs;
- New statewide computer and occupational information systems being piloted by the Department of Labor;
- Experimental school placement services being evaluated in...for one example...Pennsylvania in three sites;
- Several instances of community resource inventories to be used in occupational counseling; and
- Curriculum reforms instituted under Career Education.

In addition to recommending broad collaborative processes through Councils, there are a number of programmatic approaches which need trial such as:

- Community employment counseling services which draw on all resources available in the community;
- Model employment placement services, on a pooled basis with a consortium of high schools, through the public employment service, jointly between the schools and the employment service, and through volunteer service organizations;
- Community internship opportunities to enlarge experience opportunities for students beyond what is available in the regular job market;
- Model delivery systems for all work experience programs within a community to overcome inefficiencies and duplication;
- Demonstrations of employer cooperation through federal employers located in a community;
- Experimentation to see how experience/education combinations may affect employer attitudes toward hiring youth;
- An education program to provide accurate information about child labor laws;

- *Demonstration TV* to provide information about occupations and access to them;
- A *local occupational inventory* of jobs, service, and training opportunities;
- Publication of a *guide for local communities* showing them innovative models now in existence to integrate education and work; and
- A *comparison of job performance of 18 year olds and adults* to see how accurate employer stereotypes are.

While such substantive actions are ultimately involved, an alternative is to start with a *process* rather than a program. There would be established in a community a collaborative process among the institutions and individuals that have a portion of the control over, or involvement in, the transition from school to work. Out of that collaboration would come an assessment of the needs, and a substantive agenda for meeting them which could well be drawn from the possibilities just described. The term Councils has been used for such a process, and Community Education-Work Councils by the National Manpower Institute.

This approach was arrived at based upon the analysis of the problem which discloses how separate the major institutions are, one from the other, and how hard it would be to succeed on any programmatic front with any single institution acting alone.

This view is based on the observation that much of the transition process is outside the reach of the schools; that employers have conceptions of persons under 21 not necessarily changed by curriculum modifications at age 17; that the integration of experience opportunities with education will require joint action and planning on the part of schools and employers; that a great deal of the resources available in the community for advising young people on how to get from where they are to the careers they want lie with the already employed—and retired—citizenry; that parents may well reassume some of the duties they abdicated if they are involved enough to have access to the information they would need to do so; that there is a voluntary sector* that wants to be involved in youth access to useful roles; and that unions have both an interest in improving the prospects for youth and a stake in how this is done, especially when it involves expanding experience opportunities at earlier ages.

Beyond these observations, there is the fact that government has resources that can be tapped, and responsibilities in this area to be carried out—the public Employment Service and the Prime Sponsors under the Comprehensive Employment and Training Act, for example—but it cannot be successful acting alone; that the assembly of up-to-date information about training and job opportunities means that the cooperation of training and employing institutions has to be achieved and that it would be desirable to take maximum advantage of such existing initiatives, for example, as the National Alliance of Businessmen, the Human Resources Development Institute, the Council for Economic Education, and the Chamber of Commerce new pilot efforts in leading employer involvement with Career Education.

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* The relatively new National Collaboration for Youth, a Collection of the older organizations such as YMCA and YWCA, the Boys Clubs, the Boy Scouts, and others, is an indication of such interest.

The alternative of Councils and a collaborative process derives from these linkages which would be necessary to beneficially affect youth's negotiation of the transition process. It was set forth by its advocates as a matter worth trying on a pilot basis, so that judgments could be made about any broader applicability.

Having distinguished among basic alternatives of program and process, it is now necessary to be more definitive about the terms which are being used.

3. The Council Approach: Concept and Definition

The words "Council" and "collaborative process" have been used interchangeably. A Council,or Community Education-Work Council, is no more than one particular name for a collaborative process, so it is the latter words which become important, and that is what will be defined.

A process of collaboration means the participation of the representatives of the important institutions and sectors of the community that have the responsibility, resources, and influence to deal with the whole of the transition to regular

Some examples of motiviation for cooperation would be the employers' stake in the quality with which the labor supply is shaped, equal access to entry workers, and the attitudes youth develop about work and the economic system. Schools want their graduates to be successful in the employment world and need employer help in arranging for experience opportunity during education, and increased community support; unions will want the improved information about growth in occupations. Parents would want the information with which to be of greater help in assisting their children with career choices; they too often feel useless and helpless at the time of critical career decisions. As the education-work initiative unfolds, there will be generally a greater awareness of the responsibility each sector of the community has for the transition process, and this will tend to make these sectors want to be favorably judged as to whether they are meeting those responsibilities.

Some examples of sources of conflict might stem from more pressure from employers and/or employees for job specific training than the schools think desirable to give in the classroom, employer perceived lack of appreciation on the part of the schools that they cannot provide job and paid experience opportunities beyond what their sales volumes and production requirements will allow, and concerns of unions that greater competition to adult job holders may result from more intense efforts to smooth the youth transition to work.

adult employment. It means an attempt to accomplish jointly what could not be achieved singly, and a whole that is larger than the sum of its parts.

A "collaborative process," as used here, is identified by:

> being an organized activity with an agreed-upon policy for its conduct.
>
> the participation of representatives of education, business, labor, parents, the voluntary and service organization sector, the public, students...or at least a sufficient number of the above to provide the expectation of significant achievement.
>
> an involvement in the improvement of the transition arrangements rather than the rest of the group being "advisory" to any one of the represented institutions or sectors.
>
> the development of, or working on the development of, an agenda of substantive actions, a prioritizing of the items on the agenda, and planning toward actually carrying out the agenda.

While these representatives and individuals will be "working together jointly," and thus collaborating, the manner of doing so will include both cooperation and conflict. Each, out of the particular self interest in the quality of the youth transition and a concept of the broader community interest with which they will identify, will have a motivation to cooperate. But each, out of differences in self interest and concept of the broader community interest will also be in conflict from time to time with one or more of the other parties. Therefore, there must be strong commitment to the processes of cooperation on the part of principal constituencies or agreements will collapse when sensitive issues arise.

There are, of course, forces at work which retard the collaboration here described. This is obviously the case since the slippages in the transition process have been heavily attributed to the tendencies of the various parties that are in a position to influence it to go their separate ways. The situation moves toward collaboration when one or more of these parties perceives enlarged possibilities arising from it, and exercise the leadership necessary to bring it about.

The motivations for cooperation seem likely to be strong enough to accommodate a degree of conflict, and under such circumstances conflict can be a positive force in balancing the interests in the various sectors. It is, of course easily recognized that what is described is a form of democratic pluralism...which always has the potential for wise and unwise decisions.

The concept of a collaborative process is derived from the analysis of how youth now fare in the transition from school to work, the role key institutions now play in this, and the critical relationships which exist and do not exist among them. An understanding of the derivation of the conclusion that a process approach should be tried on a pilot basis is necessary for formulating more systematic investigation and evaluation of results. It will likely occur to any reader that one or another aspect of this process approach has been under theoretical development in the social sciences.

That there is very much social science research and theory which treats of aspects of what is here described is inevitably the case when such a large and significant sector of society's functioning is under examination. The theory of adolescent development and growth is involved. The large body of study now embraced by the term organization and development is involved. The body of community development and community organization theory and practice is relevant. Political science...as much (even more) than any other discipline is involved (David Truman's, The Governmental Process, as one excellent example). There are behaviors involved which are the province of Sociology, Social Psychology, and Psychology. Economics would consider itself to be a vehicle for analysis of these problems. The History of the matter is not to be ignored. The placing of this in a theoretical framework which is drawn from the current stage of development of the social sciences would require the kind of integration across interdisciplinary lines which is seldom...if ever...achieved.

4. State of the Art: Past and Current Developments

a. General State of Collaborative Arrangements

There has been no survey research approach to the frequency and degree of collaborative processes in community education-work initiatives, and such would be a massive undertaking. While operational work by the National Manpower Institute in community initiatives will permit a compilation of a considerable body of information, all the information is not in, nor processed, and is not available in synthesized form. It would, in any event, not be based on statistical samples, nor would it likely be the total universe of such efforts.

While no systematic survey has been made, we do know there are a fair number of examples of a collaborative process that approaches the definition here given, although most all would have a considerable way to go in implementing a broad range of joint ventures that would close all the gaps identified in this paper in the section on the transition to work problem.

There is much a greater number of communities that have launched a particular project or program through joint effort where the foundation has been laid for a more ambitious undertaking.[12/] There are a very large number of activities that have memberships similar of somewhat similar to what is specified in this paper that do not fit the definition of collaboration used here. They are the many "advisory councils" at the local level to the various parts of the education system. In their advisory capacity to the schools, they may perform very well or very poorly in terms of their intended purpose. In either case, they do not constitute a "collaborative process" by virtue of the fact that they are created by the schools with individuals selected by the schools, for purposes of giving advice on the conduct of school affairs. They may be very useful to the schools, and a necessary part of decision making, particularly in the advice they can give to vocational education as to the skills industry needs, the proper content of courses, and the performance levels desired. The presentation here of the possibility of collaborative ventures playing a role in the whole of the transition to work is not connected with any judgment as to the effectiveness or ineffectiveness of advisory councils; they can very well serve their intended purpose and at the same time leave unattended some critical portions of the transition process.

Having made a distinction between a collaborative process, here called a Community Education-Work Council, and an advisory council, it is apparent that any distinction is in what whey actually do rather than in what they are called; what started with the intention of joint intiative could end up in a passive role, and vice versa. The possibility could not be ruled out that there are advisory councils functioning very much like Community Education-Work Councils.

A number of recent initiatives and perspectives are changing the current state of affairs with regard to local collaboration. This includes the effects of the implementation of NIE's Experience Based Career Education Models, Kenneth Hoyt's increasing insistence that collaboration is vital to the success of Career Education, the increasing activity of national organizations such as the American Association of Community and Junior Colleges, the Human Resources Development Institute, the National Alliance of Businessmen, the Chamber of Commerce, the Department of Labor in its new occupational information programs, three federal Cabinet agencies acting in concert (HEW, Labor and Commerce), and the National Manpower Institute. In short, the state of the art is in a state of development.

For thinking about systematic research and evaluation attempts, it will be useful to inject an ongoing project that could be a basis for more scientific additions or follow-ons.

b. The NMI/Federal Government Pilot Effort

So far the discussion has been of local collaboration as a response to a set of findings about the youth transition, but in general rather than in terms of current developments. An effort, just starting, will be described to aid in considering research and evaluation activities.

The Departments of Labor, Health, Education and Welfare, and Commerce are launching a pilot effort to increase collaboration at the community level, in the form of a Community Work-Education Consortium. It has the following elements:

a. A cooperative arrangement among the three Cabinet departments,

b. A Work-Education Consortium of 15 communities and the involvement of about 15 other communities with collaborative efforts,

c. The use of private intermediary (the National Manpower Institute) in establishing the Work-Education Consortium,

d. The cooperation with a variety of national organizations to identify the other communities,

e. The provision of technical assistance and information about similar efforts across the nation, and consulting services to the participating communities, and

f. A community desk arrangement managed by the Steering Group to carry out a "special relationship" with the participating communities.

The coming together of the three Cabinet agencies to pursue a single objective is the starting point of the pilot effort. The broadening of that collaboration to include national organizations* provides a proper foundation in Washington from which to erect collaborative arrangements at the community level.

Faced at the outset was the question of how local collaboration could be encouraged from a national level, particularly when it originated with the federal government. Would it be a contradiction for a federal presence in a local community to urge local, and heavily private, initiative? The answer was that it would not be a contradiction if the federal role was limited to encouragement, if it were clearly not a federally funded "program" that would make communities think it was just another avenue for obtaining federal financial support, and if non-federal, and non-government instrumentalities were involved in direct relationships with the communities, and with counterpart organizations within the communities.

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* A few examples would be the American Personnel and Guidance Association, the American Association of Junior and Community Colleges, the National Alliance of Businessmen, the Human Resources Development Institute.

It has been decided that one prong would be the organization of a network of 15 community collaborative efforts (called a Work-Education Consortium) with the assistance of a Washington-based nonprofit organization, the National Manpower Institute.* The other would be the selection of an additional 15 communities through the national organizations previously referred to.

The communities included in the network will have to demonstrate the potential for collaboration. There will be given special consideration to communities where efforts are already underway and there is potential for broadening it in terms of the nature and level of the participation, and extending the substantive work undertaken in the "gap".areas of the transition from school to work. There is a desire to recognize and work with the particular forms that have evolved in particular communities and to contribute to their evolution into fuller blown initiatives and models.

•The greater development of a collaborative process, and expansion of the substantive agenda, is expected to occur from:

- the consulting assistance provided by the National Manpower Institute and the federal

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* Willard Wirtz and the National Manpower Institute published The Boundless Resource: A Prospectus for an Education-Work Policy. That book develops the recommendation for pilot Community Education-Work Councils in the first four chapters.

Steering Group, on both the collaborative process and substantive matters,

- the assurance of adequate secretariat services to a local Council, to get the work done, providing very limited financial or other assistance where that is necessary in light of a particular local situation,
- the "special relationship" which will be developed between the three participating Cabinet agencies and the 15 communities, which may further the integration of ongoing federally funded efforts with the work of a Community Council.
- the interchange of information and ideas which results from a network arrangement, such interchange to be facilitated by the National Manpower Institute.

c. Operational Criteria for Identifying Council Approaches for the Pilot Effort

In the first part of this paper, there was provided a definition of a "collaborative process" as used here, and applying generally to the concept of Community Education-Work Councils. In connection with this first pilot project, there will be a screening and selection procedure to identify the communities which will be recommended to the Steering Group for selection. In all cases, the communities must show the existence of some collaborative process Once that is established, the criteria used for recommending inclusion will, for the most part, relate to the need to achieve diversity, so as to observe the possibilities in different settings, and for having the most to exchange among the communities. The first step will be to identify from 35 to 40 communities from which the selection of the final 15 will be made, using the following guides:

A. A variety in the sources of leadership in the achievement of a collaborative process.

The possibilities include some segment of the educational community, the employing community, organized labor, local government, parents, the voluntary sector, students, and just concerned citizens. Within such groups, there are varying possibilities. In education, for example, there is school management, the teachers, the counselors, and career education initiatives. In the employing community, there are *ad hoc* groups of employers, the Chamber of Commerce, and the National Alliance of Businessmen.

B. A variety in the stages of development of the collaborative process.

The interest would be to have communities ranging from a collaborative process just started and stimulated by *The Boundless Resource* or the creation of the Work-Education Consortium, to a situation where a Council-type operation has been underway for several years. Some efforts will consist of a set of representatives of particular institutions. Others will have a broad individual membership, with dues, annual meetings, election of officers, etc.

C. Differences in the substantive agenda resulting from the collaborative process.

While there will be no attempt to prescribe the substantive approaches that must be undertaken by the Councils, the review of the transition process by NMI and others would suggest that substantive actions would be likely in the following areas:

- integration of experience with education,
- counseling assistance drawing broadly on community resources,
- placement assistance and follow-up,
- information for career choice,
- systematic exposure of counselors and teachers to the nature of work,
- generally, reduction of barriers that may exist to transition to work—for example, faculty information about the restrictiveness of child labor laws,
- attitude formation of students to work, and industry to students and high school graduates,
- understanding of the workworld and how the local economy operates.

It is unlikely that any existing collaborative process is operating in all of these areas. A variety of agendas will facilitate the interchange of information that will, hopefully, broaden all of them, and also provide the expertise within the Consortium on all substantive areas of the transition to work.

D. Variations in size and location.

While there will be no attempt to secure statistical representation of all communities in picking the 15, it will be desirable to have a variety in terms of size and geographical location. Also, something less than the entire city or metropolitan area could be included.

After initial identification of the 35 to 40 communities based on the considerations above, a considerable amount of on-site interviewing and observation by the National Manpower Institute will take place. The criteria for selection of the 15 will include:

- the strength of commitment from employers, labor, the education system and other community segments,
- the possibilities of the effort succeeding in what it is attempting to do,
- the actions that would be taken to improve the collaborative process if the community were selected.

The description so far is of the Work-Education Consortium to be facilitated by the National Manpower Institute. As stated earlier, another small group of communities will be selected by the Steering Group of the three Cabinet agencies working with national organizations, and without an intermediary or a network arrangement. In addition, the National Manpower Institute will provide an Information Exchange Program which extends beyond the formally participatiing communities, but includes them. This will have the result of providing some stimulus on a much broader front, and also be a vehicle to report developments within the communities formally participating.

It is entirely possible that other initiatives will be taken by the Steering Group that relate to, or impact on, the pilot communities that cannot be foreseen at the present time, since the three Departments are operating within a broad mandate from the President to bring the worlds of education and work closer together.

5. Hypotheses and Information Required to Test Hypotheses.

While the just described NMI/federal pilot effort is helpful to give some content to what would otherwise be a very general discussion, the scope of this paper is the Council concept, here meaning a broad process of collaboration at the community level. Many such collaborative ventures will exist independently of this particular private effort, and additional ones could be formulated within a research design. The hypotheses as to changes effected should apply broadly, although it is again helpful to relate them to a specific undertaking. What follows, therefore, is somewhat specific with regard to the approach being tried on a pilot basis, but with an eye toward the larger array of efforts that meet the definitions used in this paper.*

The pilot effort is not a controlled experiment, and it's use here for illustration and focus should not suggest that scientifically precise data of the kind described will come out of the pilot effort itself.

The central hypothesis is that the achievement of collaboration among the specified institutions will lead to the taking of a set of actions that will provide enlarged opportunities for youth to mature sooner and more surely in terms of integration into adult work pursuits. The sub-hypotheses may best be related to the stages or levels of the development of the collaborative process and how each evolves from the prior stage. The author's view of the current pilot project will be the basis for relating the information needs to the testing of each hypothesis.

1. The formation of a Steering Group which consists of representatives of three Departments should lead to a plan, and the execution of it, that is the result of collaboration among them.

The isolation of the three key Cabinet agencies from each other in efforts related to, or impinging on, the transition to work is as great as at any other level of government. The process by which the community effort will be carried out at the federal level shows promise of more extensive integration among the agency which has education, the agency which has youth manpower programs and a labor clientele, and the agency whose clientele is the business community.

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* As far as they might relate to outcomes of the described pilot effort, it should be said that they are the author's, and are not an official description of the National Manpower Institute. The author does not have operational responsibility for the pilot program.

Information Needed:

- Does the collaboration continue past the "kick-off" stage of the project?
- Does it tend to draw in participants at the political executive level, or does the agency representation drop down and down the hierarchy as often happens in interagency arrangements?
- Do the Departments reach agreement among their own agencies, or does it become a collection of program managers from within the three Departments? And if so, does that represent a drawback or an advantage?
- Does it tend toward a traditional approach of attempting to define and install "programs" or does it carry through the objective of stimulation and encouragement of local initiative?

2. The use of a private intermediary should facilitate the encouragement of local initiative in creating collaborative processes.*

The necessary formality of a relationship between the federal government and local institutions and agencies, the intended combined private and public character of the process to take shape in the locality, the need to have a single point of community contact when three federal agencies are involved, the objective of reshaping the use of existing public and private resources at the local level rather than any more than "petty cash" expenditures from the federal Treasury all suggest the benefits of a privately based organization to do the developmental work within the communities, and follow through with then once the Consortium is in existence.

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* A private intermediary is used in the described pilot effort. Obviously, many collaborative efforts spring from the communities themselves.

Information Needed:

- Does the private intermediary achieve the appropriate balance between representing and fulfilling community needs and serving the interest of the federal government to whom it is under contract?
- Does it succeed in establishing a relationship with a large enough number of communities to enable the creation of a 15 community Consortium?
- Does its relationship to the Consortium seem to contribute to the improvement of the collaborative process over what existed in those communities before it was formed?
- What more do we know about the use of such private organizations in furthering the objectives of the Steering Group when the project is finished?

3. The joining together of 15 communities in a Consortium should increase the degree of collaboration within the communities, and the range and quality of substantive efforts growing out of it.

There is, of course, the choice of working with each community separately. The route chosen here offers the possibility that by an interchange of information and experience among them more will happen than if they developed alone. Beyond the learning opportunity each may have is the possibility of some competition for being viewed as among the best.

Information Needed:

- Does an interchange of information really take place?
- Do communities care much about what others are doing, or do they tend to maintain an isolation?

- Are they overly influenced by a majority opinion among other communities about what is appropriate and what is not?
- Or does it work the other way...a desire to achieve a uniqueness in approach that distinguishes one community from all the rest?

4. Participation of the communities in the Work-Education Consortium should increase the degree of collaboration among sectors of the community that can make important contributions to assisting youth make a transition to work and shed light on what ingredients in the total effort have that result, so as to facilitate spread to other communities.*

The intermediate objective is the further development of a collaborative process among the key institutions and sectors. The federal interest and special relationship with these communities, the making available the services of the National Manpower Institute, the provision of consultants, and the formation of a network among the communities are all for the purpose of increasing the depth and scope of collaboration.

Information Needed:

- Does the depth and scope of collaboration in the participating communities actually increase?
- Does collaboration proceed to some point where the tough (and more decisive) issues are joined and then stall?
- Does collaboration result in relevant changes in the internal operation of the separate institutions that are favorable to the transition process?
- Does the wider involvement attract the attention of the community political process?

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* If, in fact, the final conclusion is that this would be desirable.

5. The process of collaboration should lead to the creation of an agenda for substantive actions (in such areas as indicated on page 27), the establishment of priorities among them, and the implementation of the agenda.

Once a collaborative process is underway, the question will become whether it results in anything besides talk and the exchange of information. In each community in the Consortium, a plan will be developed for moving education-work cooperative initiatives forward. That, of course, is no guarantee that the plan will be carried out, or that it will be carried out effectively. Such plans do, however, establish a local basis for assessing the quality of further activities.

Information Needed:

- Do the substantive actions address a broad range of transition matters, or tend toward a single "project"?
- Does collaboration follow through into joint implementation, or do the actions taken end up being those of individual institutions?
- Are existing community resources utilized more than they were before?
- Have opportunities actually broadened in terms of
    - placement assistance
    - counseling for career and career preparation choices
    - experience opportunities integrated with classroon education
    - private employment
    - community service
    - occupational information
    - education on other timetables than the present straight through expectations
    - changes in employer attitudes toward hiring youth under age 21

those additional (or other) goals the community
may set

Has the quality of the opportunities in those areas benefited by the collaborative process by which they were created, as compared to other efforts that spring from single institutions?

The development of a comprehensive research design would not stop with the matter of whether or not the specified opportunities were created. The central hypothesis referred to "enlarged opportunities for youth to mature sooner and more surely in terms of integration into adult work pursuits." Whether the specified opportunities lead to such integration is a matter not to be taken for granted in a research study, although the length of time which would be involved to test whether these opportunities lead there would likely be in the range of four to six years...and perhaps longer.

ADULTS

The concept of a collaborative process is applicable to creating opportunities for adults to move more easily from work to education. The largest difference is that there is a societal expectation that youth will go to work. There is much less so that adults will go to school. But the same institutions are involved, if for different reasons, and the same possibilities for collaboration among the key private and public institutions.

There is enough similarity in the process of collaboration that was described in the youth paper to make it redundant to repeat it in connection with adult transitions. It is chiefly the nature of adult problems and potential opportunities, and the character of the agenda that might come out of the collaborative process, that is different. Therefore, the discussion which follows will be about the nature of adult transitions, and the hypotheses as to the outcomes of such a collaborative process. At the present time, there is no pilot effort with adults comparable to the one now commencing under aegis of the three federal Cabinet agencies.

1. The Transition to Education Problem

Entry into adult life means, for most people, the end of education, often with only the limited training by employers on the job. Yet, workers have needs thrust on them by constant changes in the economic machinery that requir that they adapt or become dropouts from industrial society. Workers become dislocated from their jobs due to technological change, national economic policies, changes in consumer buying habits, geographical relocation of industry, adverse international competition, and just plain mismanagement of their firms. A shift in jobs or occupations often requires formal education and training.

Beyond outright dislocation, the opportunities for moving up the skill ladder during the career years frequently depend on education or training (and the certification which results); if not available, it means the worker is stuck on one of the lower rungs. Non-realization of career goals may result simply from having made the wrong choice when younger ...in a system that doesn't give many second chances for substantial redirection of careers through education and training opportunities.

Often, the adult worker did not, could not, take advantage of the 12 years of free education available to all...if it is taken at one sitting and before the age of 20 or 21. Fifty-one million adult Americans have less that 12 years education. Proportionately, more adult blacks and other minorities are in this situation. The increasing opportunity for two years of education beyond high school at a modest tuition in a community institution is a comparatively recent development, one which was not available when the great majority of today's adults were leaving high school and still without family responsibilities. The lack of concentration on adult needs affects particularly the chances of women...who may be entering the labor market after meeting the responsibilities of motherhood, or who already may be in a "reserved for women only position"...to take advantage of whatever reduction of sex role stereotyping may be occurring.

While there are developments in some places, and on particular fronts, that can be built upon, existing circumstances are reinforced by institutional and governmental practices, inadequate information networks and low expectations.

- Adult education offerings through the public school system are limited by state and federal funding levels, the range of curriculum choices, and the assumption that...for adults...education is something to be offered only on a part-time basis.
- Employers want to hire people already trained, and they will limit investments in human capital, fearing that other employers will pirate away employees whose training they did not have to pay for.
- Unemployment insurance provides cash assistance when people are unemployed, but under circumstances

that greatly restrict using the available time for education and training.

- There are only a few models of brokering services to match adults' desires for education or training with existing opportunities. While these models point the direction, such services are largely unavailable.
- The training opportunities which do exist often do not match standard work schedules, and employers have been slow to adopt "flexitime" arrangements.
- Employers and unions have, in some instances, negotiated tuition refund and education sabbatical plans, but where they exist they are often taken advantage of by only a small percentage of workers.
- Training and education available under such public programs as the Comprehensive Employment and Training Act and the Social Services program of the Public Assistance Act are often shaped without the participation of representatives of postsecondary education.
- Postsecondary education institutions do not generally have the close relationships with employers and unions that would help workers

take advantage of opportunities under bilateral or unilateral education programs, nor do the relationships produce added financial resources to expand offerings by those institutions to adults.

- Educational certification opportunities are frequently blocked by a lack of integration with formal education institutions, so that academic credit is often not available for comparable work.
- While work is underway in the CAEL Consortium on translating work experience into academic credit, it is not yet common practice, and will require close linkages between postsecondary institutions and industry, in order to facilitate movement from work to education.
- Communications between community postsecondary educational institutions and employers/unions are underdeveloped—so as to take less than full advantage of matching skill/credential requirements with the content of course offerings.

This is the situation with regard to adults that would warrant collaboration among the several institutions and sectors.

2. Possible Agenda for a Collaborative Process

What a Community Council will want to do and what priorities it establishes is, of course, up to the participants, after acquainting itself with the kinds of concerns expressed above and taking stock of the particular conditions in the community. We can speculate as to what kinds of undertakings might result...a series of possible activities which could constitute the agenda.

- An inventorying and recordkeeping system of all education/training opportunities and relevant facts about them.
- An inventorying of current industry practices with respect to availability of tuition refund, paid educational leave and flexitime arrangements.
- A cooperative venture with employers and unions to increase awareness of opportunities among employed workers.
- Achieving an understanding of what kinds of opportunities employed workers want, and communicating that to local education/training institutions.
- Operating a cooperative counseling and training/education brokerage service for the adults of the community.

- Arranging with the unemployment insurance office for informing claimants as to community opportunities for education and training.*
- Creating cooperative attempts to improve job quality and productivity.
- Reviewing the effectiveness of such local operations as the public employment service and vocational rehabilitation in meeting the needs of adult workers.
- Creating greater awareness of sex role stereotyping in hiring, promotion and access to training/education opportunities.
- Preparing proposals for pilot programs (to be carried out with state, federal and foundation assistance) to provide the remaining entitlement for those adults who have not yet received 12 years of free public education.
- Establishing linkages to the CAEL Consortium to convert experience into educational credit.

3. Hypotheses

The outcomes are likely to vary considerably among a set of communities undertaking such collaborative efforts, because of what might be quite different priorities on where to start. However, for a set of communities taken as a whole, the hypothesized outcomes are as follows:

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* Particularly where arrangements could be made at the state and possibly federal level to cooperate and help finance such pilot efforts.

- More effective use of the public and private financial resources available to adults for further education and training.
- Improvement of information provided to adults about education and training opportunities.
- Removal of some of the administrative and organizational obstacles (in education and work institutions) which act to limit the fullest and most effective use of these financial and human resources by adults.
- Improvement in the communication processes between education institutions, work institutions, workers and other adults essential for developing education programs and curricula responsive to the needs of adults.
- Increased access of educational institutions to public and, particularly, private education/training resources.
- Improvement of community resources as instruments in the development of policies, plans and programs

which affect the availability of and relevance of education and training opportunities for adults.

x x x

It has not been the purpose of this paper to develop a research design, or a specific evaluation approach, with regard to local collaborative processes for dealing with education and work transitions. Rather, it has been to attempt to lay the groundwork for that kind of effort, and provide a starting place for further discussion and development among social scientists and evaluators.

FOOTNOTES

1/ See *The Boundless Resource*, by Willard Wirtz and the National Manpower Institute, 1975; *A Critical Look at Work Measurements*, by Willard Wirtz and Harold Goldstein, 1975; "Youth Unemployment and Career Entry," by Paul E. Barton in *Labor Market Information for Youths*, 1975; "Human Resources, The Changing Labor Market and Undergraduate Education for Youths," by Paul E. Barton, in *Liberal Education*, May 1975; "Youth Transition to Work," by Paul E. Barton, in *From School to Work*, 1976; and "Learning Through Work and Education," by Paul E. Barton, in *Experiential Learning*, 1976.

2/ See *The Process of Work Establishment*, by Marcia Freedman, 1969.

3/ A more comprehensive treatment of Councils is contained in *The Boundless Resource*, by Willard Wirtz and the National Manpower Institute, 1975. There are a number of other comprehensive documents that both influence this one and provide dimensions not fully covered there. Most particularly, Coleman, *et al*. *Youth: Transition to Adulthood*, 1973; *Bridging the Gap*, The College Entrance Examination Board, 1975; Seymour Wolfbein, editor, *Labor Market Information for Youths*, 1975; the several volumes by Jerald Bachman, *et al.*, *Youth in Transition*, continuing; interpretative pieces by Herbert Parnes of the longitudinal study he directs; Fredrich Harbison, editor, *The Transition from School to Work*, 1965; Marcia Freedman, *The Process of Work Establishment*, 1969; a volume of papers (in press) on the youth transition commissioned by the National Commission for Manpower Policy; the recent articles and speeches by Kenneth Hoyt and Sidney Marland; the report od the National Panel on High Schools and Adolescent Education chaired by John Henry Martin, 1974; and Fred and Grace Hechinger's *Growing Up in America*, 1975 (for a broad historical perspective); Ruth Weinstock, *The Greening of the High School*, 1973.

4/ See particularly the studies of Freedman, Diamond and Bedrosian, Gavett (Bureau of Labor Statistics), and the National Manpower Institute.

5/ See particularly the work of Folk, Kalachek, Barton, Freedman, and Bachman using the longitudinal data of the University of Michigan survey and Project Talent.

6/ See Wirtz and Goldstein, A Critical Look at the Measuring of Work; Stern for a recent review of computerized job placement systems; Flanders for a review of what is now available from Washington, and Lois-Ellin Data as to the state of knowledge in the area of evaluating the efficacy of occupational information.

7/ There is little here in the way of comprehensive surveys. There is a paper by Gallagher in press with the National Commission for Manpower Policy. There are several evaluations of effects of the government work experience programs by Stromsdorfer and the Systems Development Corporation, a proposal for "Educational Work Experience" by Silberman, who has done a study on "Job Satisfaction of Work Education Students." The possibilities for community service and "action learning" are explored by Havighurst, Graham, and Eberly.

8/ There has been very little attention to placement services to students in the research literature, except for the many surveys of how people find their jobs (such as the longitudinal study cited in the text), in which teenage youth always show up as not getting them through the school or public employment service in any significant proportions. Early surveys (1963) show that many more college students get their jobs with school help than high school graduates.

9/ The most comprehensive recent survey of counseling is by Ginzberg.

10/ See the six-city study of the impact of child labor laws conducted by the National Manpower Institute for the National Committee on the Employment of Youth.

11/ This is not a matter on which there has been any careful attention, except as such obstacles have been encountered and overcome in specific work experience projects.

12/ For a fairly recent summary of such efofrts see Gallagher's paper commissioned by the National Commission for Manpower Policy.

CRUCIAL ISSUES PERTAINING TO THE ESTABLISHMENT OF COMMUNITY - EDUCATION WORK COUNCILS

by

John Walsh

November 1976

ACKNOWLEDGEMENTS

The preparation of this paper involved the review of a considerable amount of literature and personal and telephone interviews with 25 government, trade association, labor, and industry/labor/education council officials. Without the help of Ms. Jan L. Totten, who performed much of the initial research, the paper could not have been completed within the time allotted for its preparation. Ms. Totten performed her work diligently and with exceptional thoroughness.

I would also like to express my appreciation to all the officials with whom Ms. Totten and I talked during the research phase of the project. All gave freely of their time and were open in their discussion of the issues involved with regard to the proposed establishment of community-work education councils.

TABLE OF CONTENTS

	Page
Acknowledgement	270
Introduction	273
Section I: Ideas and Assumptions	286
Section II: What's Going On	301
Section III: Crucial Issues	337
Notes	341

LIST OF TABLES

Page

Table 1: Instructional Services Provided for Schools (by Employers) 304

Table 2: Help in Upgrading Teachers (by Employers) 305

Table 3: Company Willingness to Initiate Action on Education and Training Problems 306

INTRODUCTION

Background

Since World War II, the nation has experienced mass migrations of both industries and people, the almost total mechanization of agriculture, dramatic technological changes in business and industry, the expansion of metropolitan areas (in which most of the people now live), ever-increasing centralization of major industries, and expansion in both the educational establishment and in educational opportunities. It is perhaps inevitable that in the face of such rapid change, the conditions upon which past relationships between schools and other institutions were based have disappeared, and that new means -- based on current conditions -- to improve the nexus between education and the larger community (especially between schools and the work sector) have been sought. The search has been conducted, with varying degrees of intensity, during the entire period of change, and has resulted in considerable activity from the local to national levels.

For example, it is estimated that more than 100,000 representatives of business and industry are presently members of formally organized vocational education advisory committees, additional thousands serve on Joint Apprenticeship Committees and as advisors to individual instructors of vocational education programs, and approximately 4.5 million employers and 40,000 national, regional and local business and industrial associations and labor groups are presently providing materials and voluntary services to the educational system.[1] A recent study indicates that of the 90,000 members of school boards, serving 15,780 educational jurisdictions throughout the nation, 59,400 (or about two out of three) are representatives of management.[2] Since 1943, the number of vocational education advisory councils and committees has increased ten-fold,[3] and since the 1960s, variously named planning and advisory councils relating both to federally sponsored manpower programs and federally mandated educational programs have mushroomed by the thousands.

Despite this proliferation of mechanisms designed to improve communications between schools and the larger community (especially the work sector), the charge is still made -- indeed, is being made more forcefully than ever before -- that one of the major reasons youth have difficulities in making the transition from school to work and adults are inhibited from moving from work back into school is the "isolation" of education from other institutions at the community level. Willard Wirtz best sums up the charge in the first paragraph of The Boundless Resource:

> "A good deal of American achievement traces in one way or another to the development of Education and Work as coordinate forces. They have, however, been distinctly separate developments controlled by independent sovereignities -- with the consequence that in most people's lives learning and earning pass as totally isolated chapters (emphasis added)."[4]

The same theme is reiterated almost daily by representatives of the higher echelons of government, education, labor, industry and other institutions. It would appear that there is an overwhelming consensus among the "isolated institutions" that they should in some way get together and end their isolation. Closer examination, reveals, however, that the consensus exists only in the generality that more substantial linkages are desirable; when the talk gets down to specifics, consensus generally breaks down. School Boards and educators want help and advice, which they can either accept or ignore, but they are cool to the suggestion that educational policy and program decisions be shared with non-educators. Labor unions, although generally supportive of the public schools, often take a dim view of work education programs in areas of high unemployment, and balk at suggestions that the Fair Labor Standards Act and other similar state legislation be modified to permit increased employment of youth. Business and industry often appear to be promoting their own specialized interests -- the promotion of free enterprise and the preparation of students for jobs in the business and industrial complex -- to the exclusion of all other educational activities.

These are what Wirtz calls the areas of "tension," but as he notes: "...productive tension is probably an essential element in constructive change."[5/] Nevertheless, the historical and current factors which contribute to tension should be understood if the alleged isolation of institutions is to be eased. Although it is beyond the scope of this paper to provide a detailed history of the relationships between education, industry, labor and other institutions, a brief summation of some of the major tensions which have existed throughout U.S. history, and still exist today, would lend clarity to the discussion which follows.

Industry-Education

Although industry's attempts to influence education were minor during the middle to latter parts of the 19th century, the amount of education most students received was limited by the labor demands of business and industry -- which is another way of saying that industry actually did exert control. As Wirtz points out, "the education that was the subject of principle consideration in the mid-19th century was largely elementary learning, covering only those essentials that had to come in the beginning." The amount of education necessary was about 10 years, "which happened to coincide with the physiology of the strengthening of a boy's arm and back muscles and a girl's coming of child bearing age."[6]

Industry was a prime mover in the passage of the Smith-Hughes Act of 1917 -- in fact, the U.S. Chamber of Commerce was one of its major champions -- but regardless of how necessary a national program of vocational education may have been (and still is), industry's motives in promoting the legislation were not altogether altruistic. The Act was directed primarily toward the children of immigrants and tenant farmers and sharecroppers in rural areas. Its purpose was to prepare boy's for work in the nation's factories, mines, mills and farms, and girls -- through home economics courses -- for work as housekeepers, nurse-maids and cooks in other people's homes. It was only recently, for example, that blacks have been enrolled in vocational education programs other than agriculture and home economics.

Industry dominated Boards of Education in "company towns" were primarily interested in turning out disciplined young workers for the towns' mines, mills and factories.

Indeed, the liberal reformers of the late 19th and early 20th centuries worked actively to reduce industry's influence on education, and to a great extent they succeeded, thus possibly contributing to today's "isolation."

The uneasy relationship between industry and education continues today. Some educational commentators believe that industry controls the schools -- through overwhelming representation on boards of education, through domination of curricula as represented by production of textbooks and educational hardware, and through pressure on schools to prepare youth for jobs and careers in industry. According to Percy Krich:

> "...industry is a potential threat to education's leadership in preparing future citizens. 'Industry and Education' implies a relationship between them as equals. The real question is whether there is an equality relationship between them....As an educator, I must determine true relationships by facing reality. One can 'develop attitudes' toward industry, but one must face the fact that industry (big business) has more control and impact on society than the schools. Through this impact, big business, in essence, controls the schools as well."[7]

Although most educators would not line up behind Krich, his statement does illustrate the wariness that characterizes education's attitudes toward industry participation in school affairs. The suspicion, however, is mutual. Industry, for its part, suspects that in many instances, educators are hostile to the free enterprise system, and that they pass this hostility on to their students.

Labor Unions

Organized labor has a long history of support of public education as well as involvement in vocational education. Some 500 members of the AFL-CIO serve on boards of education, and AFL-CIO publications occasionally carry articles encouraging members to participate in local and state public education matters and to support increased federal aid to all facets of public education. However, union support of education often is no more altruistic than that of other special interest groups, including employers. For example, a major activity of the AFL-CIO Education Department is to promote utilization of its text and other literature dealing with the union movement in social studies, civics and history classes, and as more and more public school teachers become union members, it can be predicted that labor education materials in the schools will find greater acceptance. Furthermore, unions have taken a dim view of the expansion of work education programs, especially in areas of high unemployment, and where programs are initiated without being first cleared through union representatives. Finally, the elimination of child labor, and the establishment of the eight-hour day and forty-hour week were among the goals of the American labor movement for a century before they were established as norms by the wage and hour legislation of the 1930s. It is, therefore, closely akin to sacrilege -- especially in a period of high unemployment -- to ask labor leaders to agree to a relaxation of these laws in order to increase employment opportunities for youth.

The Concept of "Youth"

The concept of what constitutes "youth" has changed in the United States over the years, and this change has brought about a new role for education. Joseph F. Dinneen, in his biography of James Michael Curley, the late perennial mayor of Boston, noted the following:

> "The age limit children must reach, before being freed of legal obligation to attend school, was not raised because ward or city bosses thought education was good for them. It was raised to solve a different problem. As the population increased, a labor shortage disappeared and a labor surplus was created. A time came when the ward bosses found it difficult to keep heads of families employed, let alone their children. When the pressure of hundreds of voting fathers for jobs for their children became disturbing, and in some ways frightening, political bosses seized upon compulsory education as an expedient. Keeping children in school until they reached the age of 16 would defer the problem of finding work for them until the bosses found a way to cope with the problem; and they hoped education might solve it by giving children enough training to find jobs for themselves."[8]

Thus, when the demand for younger workers decreased, education was assigned the task of keeping children out of the labor market, as well as preparing them for entry into it. Stephen P. Heyneman and William P. Daniels, summarizing an HEW workshop on youth research, which included participation by representatives of some of the most eminent juvenile research institutions in the United States, write: "The size of the class of individuals called 'youth' is directly and inversely proportional to their demand in the labor market: the more the demand, the less the number of youth; the more the demand, the less they can be spared, and the more pressure there is for them to enter economic roles identical with adults."[9] Since World War II, the years of "youth" have been extended at a rapid rate. In

James Michael Curley's day, "youth" often ended at the end of the eighth grade; today it can extend up to 25 years of age and beyond. "With this first youth generation (the post-World War II generation) now well integrated into the highest reaches of our technocracy," Heyneman and Daniels report, "the age range of 'youth' keeps getting extended upward. Perhaps it will ultimately be defined as interminable.... ...If there is another general depression, then those who are considered youth will be coterminal with those who are considered adolescents....We don't simply observe youth as a category in the life cycle. We create it, just as we create many other social categories that we place ourselves in."[10/] And, the proper place for youth, of course, is "in school."

Regardless how far upward the age range of youth has been extended, however, some students are still dropping out of school before they complete high school, high school graduates are entering the labor market at the age of 18, and students who continue on to postsecondary schools after graduating from high school nevertheless seek full-time and part-time jobs. The youth employment rate is the highest of any group in the labor force, and it is particularly high for blacks and other minorities. There also appears to be a gap for students who complete their schooling at age 18 or under and the age (generally 21) when they are accepted for employment in regular entry-level positions (jobs other than those that appear to be reserved specifically for youth). These factors, plus alleged restrictions which inhibit adults from seeking retraining or additional education, have led to a reexamination of the relationship between schools and other institutions in the nation's communities.

The opinion of many is that a polarization exists between institutions, and proposals have been put forward to alleviate this condition. In discussing these proposals, however, it is necessary to keep in mind the history of education in the United States and the special interests -- whether they be of business and industry, labor, the family, the Church, and other segments of society, which have sought in the past (and have often succeeded) in influencing the education of American children. As for the educational establishment, it has often been charged that in recent years it has been transformed into a huge bureaucracy which is primarily interested in self-perpetuation. While there may be some truth in the charge, it is equally true that at one time in our history it was considered desirable for education to disassociate itself from the "special interests," and that a disproportionate share of the responsibility for solving some of our more pressing social problems (including the care of youth until the economy is able to absorb them into the labor force) has been assumed, or imposed on, the nation's system of public education. In her book, Counterpoint, Miriam Johnson criticizes the Employment Service, not for failing to accomplish the impossible, but for claiming that it could accomplish the impossible.[11/] The same criticism could be made of the nation's educational system.

Perhaps, then, the pendulum has swung all the way back, and the time is ripe for our institutions to recognize their interdependence, and join together in solving the social problems which afflict the nation; however, if such joint efforts are to be successful, the agenda must move quickly from the general to the specific, and the action areas selected must be aimed at substantive, rather than peripheral, problems.

Community Work-Education Councils

One of the proposed solutions for breaking down the isolation between education and other institutions at the community level is the formation of community work-education councils, composed of educators, employers, local union representatives, and representatives of community organizations, or of the general public itself. The idea, as described in The Boundless Resource, is based on the following assumptions:

1. The difficulties that youth experience in making the transition from school to work, and that adults experience in moving from work and other adult roles back into education, are caused primarily by the isolation that exists between schools and other community institutions (especially business and industry).
2. The solution is "collaboration" between institutions at the community level.

The proposed councils would differ from existing advisory councils or committees in that the "process" would be collaborative rather than cooperative. Paul Barton defines the term "collaborative" as follows:

> "....the participation of the representatives of the important institutions and sectors of the community that have the responsibility, resources, and influence to deal with the whole of the transition to regular adult employment. It means an attempt to accomplish jointly what could not be achieved singly, and a whole that is larger than the sum of its parts."[12]

Thus, collaboration means the actual participation of council members in the "process" of narrowing the gap between school and work (and work and school), rather than the mere imparting of advice by non-educators to educators. Kenneth Hoyt goes farther than Barton in defining collaboration:

> "Collaboration is a term that implies the parties involved share responsibility and authority for basic policy decision making....Cooperation, on the other hand, is a term that assumes two or more parties, each with separate and autonomous programs, agree to work together in making all such programs more successful. To "cooperate" with another agency or organization carries no implication that one either can, or should, affect its policies or operational practices."[13]

Hoyt's definition implies that for true "collaboration" to take place, educators would have to share at least some of their policy making and operational responsibilities with other sectors of the community, and that other community institutions and organizations would have to assume new responsibilities.

The suggested activities of the proposed Community-Work Education Councils, as broadly outlined by Barton, are as follows:

1. Programs or action to bring about the integration of experience with education;
2. Counseling assistance drawing broadly on community resources;
3. Placement assistance and follow-up;
4. Information for career choice;
5. Systematic exposure of counselors and teachers to the

nature of work;

6. Reduction of barriers that may exist that impede the transition from school to work and from work to school;
7. Attitude formation of students to work, and industry to students and high school graduates; and
8. Promoting understanding of the work world and how the local economy operates.[14/]

A pilot project has been launched by the U.S. Department of Labor, in cooperation with the Departments of Health, Education and Welfare, and Commerce to increase collaboration at the community level. A contract has been entered into between the Department of Labor and the National Manpower Institute, a private, non-profit corporation, to establish a work-education consortium of 15 communities and the involvement of 15 other communities where collaborative efforts already exist. The National Institute of Education, in order to anticipate the role the Department of Health, Education and Welfare may play with regard to the pilot project, has commissioned a series of papers relating to various aspects of the proposed Community-Work Education Councils, of which this paper is one.

Purpose of the Paper

The purpose of the paper is to identify crucial issues pertaining to the establishment of Community-Work Education Councils which are deserving of policy consideration and on which priorities for future research and/or evaluation could be based. A review was made of literature pertaining to past and current mechanisms similar to the proposed community-work education councils, and personal and telephone interviews were conducted with chairmen of existing industry/labor/education councils, and with representatives of government business, industrial and labor groups. Following the research phase of the project, the attempt was made to: (1) categorize past and current efforts by type (goals, methods of operation, membership, etc.); (2) identify the outcomes of such efforts (if any); and (3) identify problems associated with each type of council or committee.

The material that follows is organized into three sections: (1) A discussion of some of the major ideas and assumptions underlying the proposed establishment of community-work education councils; (2) a review of existing mechanisms similar to the proposed councils; and (3) a summary of the crucial issues relating to the pilot project now in progress.

I.

IDEAS AND ASSUMPTIONS

Cameron Buchanan, in a discussion of current proposals to improve education-work linkages -- including the establishment of community-work education councils, notes: "....it is not immediately clear to many educators and industrial personnel exactly what is meant by the rather high level discussion and very generalized approach presented in these typical documents. It is thought that a more particularized view point is needed in order to better find out what is meant and its applicability level. Although these proposed and recommended new models and means might be considered necessary, it is not definitely shown that this is the case to the agreement of all concerned. It is possible to indicate that the perceived inconsistencies in these documents tend to show *desire* more than *need*" (emphasis added).[1]

Buchanan's statement goes right to the heart of the problem. Some students *are* experiencing difficulties in making the transition from school to work, there *are* impediments which prevent adults from reenrolling in educational programs, and it *is* desirable that something be done about these problems. However, we had better be certain as to what the causes of these problems are before potential solutions are identified, and before the solutions are tried, they should be worked out in detail. With respect to the proposed community-work education councils, there is considerable confusion with regard to the stated causes of youth unemployment and impediments to adult educational renewal, and with the proposed means for overcoming these problems. Some of the more important of these issues are discussed below.

Causes of Youth Unemployment

Sar A. Levitan and Robert Taggart cite three major reasons for the nation's high youth unemployment rate: (1) Too many job seekers; (2) too few jobs; and (3) institutional impediments (mainly legal restrictions).[2/] The economics of youth unemployment are well known; it is sufficient to note that there is considerable statistical support for the first two reasons. With respect to institutional impediments, the authors cite the Fair Labor Standards Act and similar state legislation which inhibit the employment of some youth between the ages of 14 and 18. However, even if these impediments were removed, the unemployment rate for youth would not be affected unless there was a concurrent improvement in economic conditions. In other words, the major cause of high youth unemployment is economic -- too few jobs for too many job seekers.

Levitan and Taggart also observe: "Employers are reluctant to hire teenagers when older workers are available. In many cases their reasons are valid, but too frequently failure to hire youth is the result of arbitrary discrimination."[3/]

Regardless whether or not the failure to hire youth is arbitrary discrimination, the fact is that there are not enough jobs for all jobseekers. If discrimination against youth were to end tomorrow, we would have a new problem on our hands -- higher unemployment rates for non-youth.

Thus, one of the basic assumptions upon which the proposed establishment of community-work education councils is based -- i.e., youth unemployment is caused by the isolation of education from the work sector -- is at best dubious and at worst false. Care should be taken that for the sake of doing something -- anything -- we don't train our guns on the wrong target. Education is everybody's "fall guy," but education does not have the power to increase the number of jobs in the U.S. economy; neither do the proposed community-work education councils. The fact is that youth unemployment is rooted in economic causes and cannot be solved through manipulation of the educational system. The probability that the schools could do a better job in preparing students for the world of work does not invalidate this basic truth.

Work to School Problems

In justifying the hypothesis that adults are impeded from moving from work and other adult roles back into education and training because of the isolation factor, Paul Barton lists 11 supporting statements. These range from descriptions of unemployment insurance restrictions (which prohibit unemployed workers from enrolling in retraining or other educational programs) to a lack of communications between postsecondary school administrators and employers. The important question, however, is whether the demand for reenrollment in educational programs is real or imaginary. Obviously, the proponents of community-work education programs believe that there should be demand for educational renewal, and that there would be such a demand in the best of all possible worlds. Barton notes, however, that some employers and unions have negotiated tuition refunds and educational sabbatical plans, "but where they exist they are taken advantage of by only a small percentage of workers."[4] Along the same vein, a recent study of apprenticeship programs in Rhode Island and California reported that where unions had instituted expensive retraining programs (financed out of contributions from management), the facilities were underutilized. Business agents of the ironworkers union in Rhode Island and the compositors in California reported that few employed journeymen took advantage of the programs, and that most men on the bench -- even those who were lacking in some basic skills -- could not be enticed to enroll.[5] Previous to the passage of the Manpower Development and Training Act, the California legislature eased "availability for work" restrictions for unemployment insurance recipients in order that long-term unemployed workers could enroll in education and training programs and still receive unemployment insurance. Very few workers took advantage of the opportunity.

It would appear, therefore, that the major reason that adults do not reenroll in school is because they don't want to. Why this is true, nobody knows for sure, but what it all adds up to is a lack of demand. If there were a mass demand for adult education and retraining programs -- over and above those that already exist (which are considerable) -- the chances are that whatever impediments exist would soon disappear. It may be true that community-work education councils could stimulate a demand for educational renewal and remove whatever local impediments may exist, but it is something else again to justify the establishment of such councils on an alleged isolation of institutions at the community level.

Collaboration

The main distinction between the proposed community-work education councils and school-community mechanisms that already exist is in the "process," i.e., the proposed councils would involve "collaboration" between institutions and agencies, whereas most existing mechanisms involve merely "cooperation." Until specific areas of collaboration are identified, however, this distinction will remain in the realm of semantics. The fact is, as will be shown in Section II, many of the suggested activities of community-work education councils are already being performed by existing advisory and other types of councils. Whether the process by which these activities are conducted is "collaborative" or "cooperative" depends pretty much on the eye of the beholder. Is the provision of job stations by employers for cooperative education students "collaborative or "cooperative?" Is the provision of local labor market information by state employment security agencies to local CETA prime sponsors "collaborative" or "cooperative?" Were the inventories of community manpower programs and educational opportunities developed in the past by Cooperative Area Manpower and Planning Committees "collaborative" or "cooperative?" All these are suggested activities for the proposed community-work education councils.

The crucial question concerning collaboration is whether schools will be willing to share policy making and operational responsiblities with other community organizations and agencies, and whether non-educational organizations and institutions will be willing to assume new responsibilities for educational programs. The answer to this question can be determined only if specific activities are identified which are uniquely suited to "collaboration." For example, would the schools be willing to abide by council decisions relating to vocational education occupational offerings? Thus, if the council decided that course "A" should be discontinued and course "B" should be established, would the schools be willing to: (1) put in storage all the equipment now being used in course "A", (2) dismiss the teacher of course "A", (3) purchase new equipment for course "B", and (4) hire a new instructor for course "B"? Or, if the council decided that a new course should be initiated, would employers allow the course to be taught in employer facilities, using employer equipment? And would the schools agree to such a procedure?

These are the hard questions and there are many more. Would the schools, for example, agree to initiate work education programs only after they had been approved by labor representatives -- and would employers agree to such a procedure? Would labor go along with attempts to modify federal, state and local child labor and minimum wage legislation in order to increase employment opportunities for youth?

The point is that the distinction between collaboration and cooperation means nothing until specific council activities are identified. Some of the suggested council activities do not require any high degree of collaboration; some do. The crucial question is whether councils will chose to act in areas where collaboration is necessary.

The Meaning of Community

The term "community" can mean almost anything anyone wants it to mean. A community can be a family, a neighborhood, a town or city, a county, a state, a nation, or even a group of nations. The term "local community" can mean anything from a Standard Metropolitan Statistical Area (SMSA) to a city neighborhood. Because some of the major suggested activities of community-work education councils would involve "jurisdictions," it is important that the concept of community be understood. For example, two of the suggested activities are the generation of local labor market information, and placement activities for school graduates and work education students. In the case of a council located within an SMSA, would the jurisdictions for these activities be the entire SMSA, a county within the SMSA, a city within a county within an SMSA, or a neighborhood within a city within a county within an SMSA? Or would a community be a local education agency, community college district, or a local employment office jurisdiction?

The concept of community would also determine the membership of councils. In large SMSAs, it is likely that there would be more than one council, leading to the question of how employers, labor representatives, and other state and community agency representatives would be shared. In areas where there is more than one council, or where there are other agencies (such as CETA prime sponsors) engaged in generating local labor market information and placement activities, would there be a need to coordinate the coordinators?

Perhaps the term "community," as it is used in The Boundless Resource and the Barton paper is merely an undefined descriptive for locations in which councils already exist, but when it comes to selecting activities for the various "communities," the question of jurisdiction and overlap with other mechanisms (such as CETA prime sponsors, Boards of Education, local Employment Service Office areas, and advisory committees) would have to be taken into consideration.

Local Financing

Paul Barton, in discussing the pilot project now being conducted by the National Manpower Institute, poses the question: "Would it be a contradiction for a Federal presence in a local community to urge local, and heavily private initiative? The answer was that it would not be a contradiction if the Federal role was limited to encouragement, if it were not clearly a federally funded 'program' that would make communities think it was just another avenue for obtaining Federal support, and if non-Federal and non-government instrumentalities were involved in direct relationships with the communities, and with counterpart organizations within the communities."[6/]

The fact is, however, that federal funds will be used to help finance the councils included in the project sample and the proposed consortium. Thus, regardless how desirable it would be to ignore or downplay the federal presence, a federal presence will nevertheless be felt. In selecting existing councils or mechanisms to be included in the consortium, what types of local financing will be required? Should there be a mix of private and public funds? Should councils be avoided that are financed solely from one source (e.g., employers, labor unions, education)? Would not "collaboration" involve joint funding of councils, in order that no one segment of the community would exert undue influence on council policy and activities? The answers to these questions are not forthcoming from the architects of the community-work education council idea. Yet, if the federal presence is to be minimized, the question as to what constitutes local financing -- whether it be broad-based or solely from one or two institutions -- would be crucial.

Council Authority

The question of local financing leads directly to an even more important issue. The proposed councils would be operating alongside Boards of Education (usually elected by the voters in local communities and financed out of local tax funds), variously constituted advisory committees and councils (made up of representatives of local employers, labor union representatives, educators and others -- and financed out of local funds), and other duly constituted entities, funded out of local, federal and state funds. Where would community-work education councils fit into this maze? And from what base would they receive their power to influence, their "legitimacy?" Who or what institutions would establish the councils? Perhaps at this time the latter question is moot, since existing entities will be selected for participation in the pilot project, but in the long run, these questions are very much to the point.

In discussing these issues with directors of industry education councils who are hoping to receive funds from the pilot project, it became clear that by being selected for participation in the pilot project, the directors believe that a federal "imprimature" would be given to their councils, and that this federal approval would not only increase the stature of the councils, but would help in obtaining additional funds from other federal sources. Thus, the potential beneficiaries of the pilot project see federal recognition as a prime source of both power and legitimacy. At the same time, most of the chairman interviewed expressed skepticism of the concept as it is outlined in The Boundless Resource. "It just won't work," one respondent said. "Corporations are already being taxed to pay for what they consider to be bloated educational agencies. Why should additional corporate funds and resources be poured into education? As for school districts, they aren't about to give up one iota of their authority. It's a nice concept, but from a political point of view, it's impractical." This comment pretty much sums up the opinions of most of the directors interviewed. It is interesting to note, however, that regardless of their skepticism, most are anxious to take part in the pilot project.

The problem here is how the federal government can reach in to local communities, without overreaching itself? The proposers of community-work education councils want a grass roots effort -- a neo-Saul Alinsky type movement -- yet the very fact that the federal government is leading the cheering section and holding out the promise of funds contradicts this objective. But, without the federal imprimatur from what source would the councils draw their authority? From education? From the work sector? From both? It is certain that without the participation of education, the proposed councils would falter, and that the work sector by itself would be considered a biased and therefore ineffective intermediary. Thus, if the proposed councils, are to be effective, the impetus would have to come from both sectors, which leads to the question of incentives.

Incentives for Participation

Participation in community-work education councils would mean the assumption of new responsibilities for all concerned. According to Writz, "the proposal rests...on the conviction that enough people want very much today to reestablish their role in handling their own affairs, that this can be done most meaningfully at the local level, and that the closer tying in of youths' education and what comes after it is a good assignment to start on."[7] As a generality, this statement rings true, but when applied to specific issues, it loses a good deal of its force. Most Boards of Education throughout the nation hold open meetings, but the only time the public shows up in force is when the sensational -- bussing, sex education, the elimination of athletic programs, potential teacher strikes -- are on the agenda. There is very little evidence that the transition from school to work is a burning issue at the local level. Perhaps, it should be, and perhaps it could be, but the fact is that it is not.

What then would be the incentives for participation in community-work education councils? It would appear that educators would have the strongest incentive, since if the councils were successful, they would receive help from other segments of the community in providing services for students. But, educators are already sponsoring and participating in thousands of similar mechanisms throughout the country. It would have to be shown clearly that community-work education councils had the potential for providing something over and above what is presently being provided by existing mechanisms before the enthusiastic participation of educators could be expected. In addition, it can be anticipated that educators would be wary of any proposal which would threaten their control over educational programs.

As for employers, if there were evidence to show that employers were having major difficulties in hiring well-prepared entry-level workers, or that retraining is a major problem in most business and industrial establishments, employers might be willing to allocate funds and resources -- over and above what they are already contributing to education -- in an effort to solve the problem. In today's loose labor market, however, there is little evidence that this is a major problem. Can we expect that "corporate social conscience" would provide the incentive? Even Wirtz doubts this: "The primary business of business is still business, and the currency of 'corporate social conscience' is inflated, except as it is based on the more classical corporate self interest."[8]

Thehistory of labor union participation in educational advisory committees and councils is not one that would inspire confidence in collaboration. In the early days of the Manpower Development and Training Program, trade unions effectively blocked the establishment of programs in occupational areas that were considered apprenticeable, and delayed the full implementation of the Act's on-the-job training provisions for well over two years. A 1966 President's Committee on Manpower report, for example, pointed out that the MDTA program in San Francisco was primarily female, because labor union representatives on San Francisco's MDTA Advisory Committee vetoed programs in traditionally male occupational areas.[9] A recent report on cooperative education programs in urban areas pointed out that where unions were asked to either participate or help promote work education programs, union demands in return for participation or cooperation, constituted a threat to the entire program.[10] Finally, unions are adamantly opposed to relaxation of child labor and minimum wage legislation. Indeed, the incentives for union participation could be to block some of the most important suggested activities of the councils.

The answer to these objections, of course, is that the various parties could find some areas where collaboration would be possible. This may be true, but would the resulting activity be substantive, or would it be any more significant than activities which are already taking place under the sponsorship of existing advisory committees and councils? This would depend on the areas for action selected, and on the degree to which individual council members were motivated to act.

Council Membership

One of the problems that have plagued the architects of past and present advisory committees and councils has been the question of membership. Who should sit on advisory committees or councils? The categories of membership are easy to identify: business and industry, education, labor, community organizations, and the general public. When it comes down to individual selections, however, the process becomes a good deal more complicated. How many businessmen and industrialists would be necessary in order that all employers in a community would be well represented? How many public members would be needed to represent all segments of the general public? Can the Central Labor Council or Building Trades Council speak for all unions in the community. Which of the myriad community organizations should be selected for membership?

The problem is relatively simple at the class or "project" level. For example, it would not be difficult for coordinators or printing trades cooperative education programs to select advisory committees. They would recruit the leading employers of printing trades workers in the community, and representatives of printing trades unions. The functions of the committees would be equally clear: they would advise on curriculum, and provide on-the-job training for students enrolled in the programs.

The problem of selection for more generalized councils, such as the proposed community-work education councils, however, is quite another matter. Can a large industrial employer (who is apt to be well known and therefore desirable for publication relations reasons) speak for all other employers in the community, or even most of the community's employers. What specifically would the representatives of the various segments of the community be asked to do? The problem is most acute with the proposed community-work education councils, because no single institution is charged with the responsibility for their formation. If, for example, education was the moving force in the establishment of the councils, the selection of members would be based on whatever specific contributions educators throught a broad-based community council could provide. The same would be true if employers, labor unions, or even the general public were the moving forces behind the establishment of the councils. But, with no "core", with no particular agency or institution advocating (for its own reasons) the formation of councils, how would the councils be formed, and if they were formed, who would be selected to sit on them, and what would they do?

With respect to the pilot program, existing councils (variously named) would be selected for participation. In addition to whatever these councils are doing now, their agenda would consist of one or more of the following five broad areas of activities: (1) counseling and advice for students; (2) the provision of occupational information; (3) placement activities; (4) development of the career education concept and education-experience programs; and (5) the establishment of educational interchanges.[11] Presumably, the councils would apply pressure on existing agencies to provide services, institute action programs on their own, or both. But, the desired membership of councils would depend on which role the councils adopted. If, for example, the councils adopt primarily the advocate role, the most appropriate membership would be highly prestigious representatives of each sector of the community, regardless of their expertise. If, on the other hand, the councils opt for action "programs," it would be necessary for council members to have expertise in the program areas. Past experience indicates that the latter type council is the most difficult to establish.

Summary

Willard Wirtz, in The Boundless Resource, outlines a prospectus for an Education/Work Policy. He presents a problem and suggests in general terms a solution to the problem. The book is a provocative and eloquent plea for community level action to improve linkages between school and work for both youth and adults. The idea of "collaboration" between institutions at the local level through the establishment of community-work education councils is eminently worthy of consideration. It is an idea, however, that has not as yet been fully developed. The Wirtz prospectus is, as it should be, a call to action, but before action is taken, the proposed program should be given the developmental attention it deserves. Wirtz cites Antigone's counsel: "Until we have tried and failed, we haven't failed." True, but first we ought to know exactly what it is that we are trying.

II

WHAT'S GOING ON

The typical school district in a town or city of the United States has the following:

1. Board of Education
2. Citizens' Advisory Committee (appointed by the Board or local education agency, self-appointed, or both)
3. Advisory Committees on Vocational Education (usually one for each vocational education occupational area)
4. Advisory Committees to Individual Instructors of Vocational Education and Other Classes
5. Parent Teachers' Associations
6. One or More Joint Apprenticeship Committees

In addition, many school districts now have "career education committees," "industry-education councils," and "community resource workshops." If the district is located within an Elementary and Secondary Education Act Title I area, it will also have an advisory committee for programs funded under Title I. Finally, most school districts are within the jurisdictions of Comprehensive Employment and Training Act (CETA) prime sponsors, which are required to have advisory committees made up of employers, and representatives of labor, the general public, and community agencies (including education).

Trade associations, individual employers and labor unions contribute materials, participate in work education programs, cooperate in student vocational education and other student clubs and associations.

arrange field trips for both students and teachers, and contribute equipment to the schools.

With all this activity going on in most of the nation's school districts, can it be possible that education is totally isolated from other institutions -- that the schools are completely separate entities, divorced from the work and service sectors of communities? The answer to this question, of course, depends on the extent to which educators make use of existing committees and councils and non-educator contributions, the quality of non-educator participation and contributions, and -- most importantly -- the value of the resulting policies and programs to individual students.

In this section, a review is made of the different types of activities which are presently conducted, their accomplishments (if any), their shortcomings, and the reasons for their success or lack of success. The section concludes with a comparison between what is actually taking place at the present time and with what is contemplated (or hoped for) through the establishment of still another group of local level councils -- the community work-education councils.

The material is organized into two sub-sections: (1) Existing Activity; and (2) The "New Means." The first sub-section is subdivided as follows: (1) Institutional Activities; and (2) Committees and Councils.

Existing Activity

Institutional Activities

It was estimated in 1963 that the dollar volume of instructional materials, visual aids, career literature, posters, and so on, provided to public schools by industry -- trade associations as well as individual employers -- was over $160 million.[1] This estimate does not include the dollar value of scholarship and fellowship funds nor of contributed time of executives and other industry personnel. There is no doubt that the volume of industry-sponsored and disseminated material for use in schools is now well beyond the 1963 estimate. No estimates are available for labor or other institutional contributions, but -- although a good deal less than industry contributions -- they are considerable. In this sub-section, an appraisal is made of the activities of institutions, acting on their own (outside of committees and councils), in behalf of the public schools.

Business and Industry

The most comprehensive survey of individual company support of public education was made by Robert L. Ayars in 1963 -- before the formation of the National Alliance of Businessmen and the great upsurge in industry participation caused by the riots of the mid-sixties and the resulting manpower programs (most of which were educational) that followed the passage of anti-poverty legislation. Ayars surveyed 248 companies. He found that the most often mentioned contribution was the provision of instructional materials. Close to seven out of ten of the companies prepared and distributed booklets; six out of ten provided filmstrips, slides, transparencies, records and tapes; four out of ten supplied textbooks and company histories; and well over three out of ten furnished samples of raw materials and/or finished products, and a variety of displays and exhibits.[2]

Table 1 shows the frequency of company sponsored instructional services for students, and Table 2 shows the frequency of company sponsored help in upgrading the "real world" knowledge of teachers.

Table 1 indicates that even before the passage of the Vocational Education Act Amendments of 1968, a significant number of companies were participating in work education programs, especially at the college level. Table 1 also indicates that a considerable number of companies, at both the secondary and postsecondary levels, were helping in vocational training, counseling and guidance programs. The amount of company activity at the elementary level, for both students and teachers, was considerable, as were the number of workshops, conferences and seminars for teachers, in which company representatives participated.

Table 1
Instructional Service Provided for Schools

	Elementary	Secondary	College
Student field trips to offices, mills and factories	24%	66%	55%
Classroom and assembly speakers	18%	62%	59%
Student club programs	4%	60%	8%
Student work experience programs	7%	26%	39%
Help in vocational training, counseling, and guidance programs	4%	42%	38%
Student award and recognition programs	3%	29%	18%
Curriculum advisors	4%	22%	19%
Facilities and equipment for meetings	4%	17%	14%
Teachers and professors on loan	4%	5%	16%
Substitute teachers and adult or night school teachers	1%	14%	22%
Student travel programs	(less than)1%	3%	5%
Other programs (seminars, tours, research projects, work-study programs for drop outs, etc.)	2%	6%	6%

Source: Albert L. Ayars "How Business and Industry are Helping Schools" pg. 57, Saturday Review, October 17, 1964).

Table 2
Help in Upgrading Teachers

	Elementary	Secondary	College or Adult School
Plant visits; Business-Industry-Education Day programs	24%	54%	14%
Workshops, conferences, and seminars for teachers	7%	54%	34%
Research and work experience opportunities for teachers	1%	10%	24%
Special classes	1%	3%	3%
Travel programs	1%	2%	1%
Other programs (consultant service, assistance in economic education programs, special trips, and summer employment)	2%	5%	3%

Source: Albert L. Ayars "How Business and Industry are Helping Schools", pg. 57 Saturday Review, October 17, 1964.

A more recent survey by the National Industrial Conference Board of 50 firms involved in providing services to schools (1972) indicated that the degree of involvement ranged from a low of 34 percent who at the time were offering political support to schools in fiscal matters to a high of 83 percent who were providing financial support for specific programs. Half the respondents indicated that they were providing opportunities for students and teachers to observe business and plant operations on a regular basis, and equipment for specific classes.[3/] The businessmen surveyed, however, believed that they could have done more. Some said there was a lack of requests by schools for business help and, in some cases, refusals on the part of schools to use business donated materials. One Southern bank president said that educators refuse to teach "free enterprise economics."[4/]

In 1968, the Conference Board conducted a survey of 1,033 companies to determine their willingness to initiate action on education and training programs. The results, shown in Table 3, indicate that the highest percentage of positive replies pertained to the "retraining of workers rendered unemployed by automation;" the lowest percentage to "improvement of local school curriculum."

Table 3
Company Willingness to Initiate Action on Education and Training Problems

	Percent of Companies					
		By Size			By Industry	
	Total Respondents	Small	Medium	Large	Manufacturing	Nonmanufacturing
Number of Companies	(1,033)	(146)	(494)	(393)	(683)	(350)
Improvement and expansion of local school facilities...............	55.6%	59.6%	54.9%	55.0%	56.4%	54.0%
Improvement of local school curriculum......................	48.5%	50.7%	49.4%	46.6%	48.8%	48.0%
Problems associated with school dropouts........................	53.9%	58.9%	52.2%	54.2%	52.7%	56.3%
Improvement of work/career opportunities for minority groups....	62.9%	69.2%	65.2%	74.3%	67.9%	71.7%
Retraining of workers rendered unemployed by automation........	72.6%	73.2%	70.6%	74.1%	74.1%	69.7%

Source: The National Industrial Conference Board, Inc., *The Role of Business in Public Affairs*, Studies in Public Affairs No. 2 (New York: The Board, 1968), p. 26.

Trade Associations: Business and industry trade associations generate a large volume of materials and services for the educational system. These range from career education and curriculum materials to the sponsorship of "community resource workshops" (by the American Iron and Steel Institute) and the promotion of industry-education councils by the National Association of Manufacturers and the U.S. Chamber of Commerce. The latter two organizations have been in the business of providing materials and services to the schools for a number of years. Both have adopted policies in favor of "career education," and both have sponsored "business-industry days" and other events throughout the country. An interview with the Educational Director of the NAM revealed that more than 100 members of the association are participating in industry-education councils. He indicated, however, that industry participation is pretty much restricted to "Fortune's 500." The former Educational Director of the U.S. Chamber said that business participation in education increases as labor markets get "tighter," or as unemployment rates go down and employers experience difficulties in recruiting and holding workers. He also said that the Chamber's emphasis has shifted from business-industry career days to cooperation in instituting career education curricula.

National Alliance of Businessmen (NAB): Formed in the late 1960s as a partnership between business and the federal government, NAB concentrates mainly on the placement of disadvantaged individuals in jobs. In its earliest stages, executives were loaned to newly established NAB offices throughout the country to get the program off the ground. Working with local employment service personnel, NAB offices developed jobs and filled them with disadvantaged individuals recruited by local employment service offices. Today, the job development and placement program is administered primarily by employment service personnel.

A study performed in 1968 attempted to identify cooperative efforts that had taken place between schools and industry to meet the goals of NAB. The results indicated that the communication link between schools and industry was at best poor and at worst nonexistent.

Businessmen did not know who to contact in the school system, and when they did manage to propose ideas to school administrators, many claimed that they were given "the run around." Others claimed that teachers were interested in business-sponsored education programs, but had difficulty in gaining approval for such programs from their supervisors.[5]

At the present time, NAB has 130 metropolitan offices throughout the United States which, in addition to their placement activities, sponsor the following youth programs:

1. Youth Motivation Task Force: A program which brings disadvantaged youth in contact with young men and women from business who have similar backgrounds. Its major purpose is to motivate students to remain in school.
2. College Cluster Program: A program to establish clusters of business representatives and college administrators around minority colleges so that the employing community can assist graduates to better compete for jobs in business and industry.
3. Vocational Guidance Institutes: A program, sponsored by local businessmen, for school counselors, administrators and curricula specialists. The goal of these institutes, which are co-sponsored with universities, is to provide educators with a better awareness of minority problems and to become better equipped to counsel students on the types of jobs open to them upon graduation.
4. Guided Opportunities for Life Decisions: A program to provide economically disadvantaged youth with year-round work experiences that will create a greater understanding

of private sector career opportunities and help students chose realistic career goals.

Mr. James F. Grogan, of the Xerox Corporation, in discussing the goals of NAB, stated: "If our nation's businessmen and educators can't find ways to stem the tide (i.e., school dropouts) and to make our educational curriculum valid and relevant in terms of meaningful jobs for everyone, we can only envision the 'Roman Circus' and the predominant welfare state as being grimmer than anything predicted by Gibbon and Orwell."[6]

Constraints: The extent of voluntary industry participation in education, and the extent to which industry's contributions are accepted by educators, depends on whether constraints, based primarily on mutual confusion and suspicion, can be overcome. Although there is evidence to indicate that polarized positions between industry and education are breaking down, there can be no doubt that communication between the two institutions could be improved. According to Burt, some of the constraining factors stemming from the educational world are:

1. Confusion on the part of school administrators as to what they want from industry.
2. Lack of knowledge on the part of school administrators of how industry is organized or how to approach industry.
3. Suspicion on the part of school administrators of motivations of industry in working with schools.
4. Fear of school administrators that industry groups will become special interest pressure groups.
5. Lack of willingness by school administrators to provide staff to work with industry in developing cooperative

relationships.

6. Overemphasis by school administrators at local, state, and national levels on advisory committees as the sole technique for achieving industry-education cooperation.
7. Lack of understanding by school administrators of the role of the instructor in achieving industry-education cooperation.
8. Lack of coordination of industry participation in the individual schools of the school system by administrators at the central office level.
9. Jealousy of perogatives on the part of supervising staff at both the central office and individual school levels so that industry participation in school programs becomes diffused and relatively impotent.
10. Lack of guidance from state officials, national educational organizations, and the U.S. Office of Education in providing realistic guidelines and adequate staff to enlist and encourage industry participation in school matters [7]

As for industry, Burt lists the following:

1. Confusion concerning the mission of public education, school organization and how to work effectively with school people.
2. Unwillingness to make long-range committments to volunteer services to schools, thus creating among educators a sense of impermanency and resulting self-seeking motivations on the part of industry.
3. Too quick to disillusionment on the part of industry when school officials take a cautious approach to industry-

initiated cooperative programs.

4. Lack of planned organization, assignment of staff, and budgeted funds on the part of industry to effectively channel and implement its desire to be involved in work with schools.
5. Lack of knowledge and leadership on the part of industry as to what it may rightfully demand, as a matter of public policy, from the public schools.[8]

Summary:

Although it is true that the constraints listed above inhibit interaction between education and industry, it is equally true that cooperative (and perhaps even "collaborative") programs have been and are being developed and that many of them are in the areas of suggested activities for the proposed community-work education councils. Education and Industry are, indeed, "independent sovereignities," but there is considerable "commerce" between them. It is highly doubtful that either sector will -- or should -- give up its independence, but total isolation is not a condition now and it is not likely to be in the future. Perhaps more extensive collaborative relationships can be developed between the two sectors, but there is always the problem of striking a balance. One recalls the angry criticisms of college students during the sixties to the effect that our nation's colleges and universities were nothing more than "farm clubs" for industry.

Labor Unions

Labor unions enter into collaborative relationships with schools in the conduct of apprenticeship programs, cooperate in some work education programs, and provide texts and materials for use in the nation's classrooms. In recent years, however, unions have had difficulties in supporting some educational programs involving cooperations between schools and the work sector, and have been in outright opposition to suggestions that labor standards legislation be relaxed to permit increased employment of youth. A recent study of cooperative education programs in urban areas, for example, pointed out that schools refrained from requesting union help in the inauguration of cooperative programs, because they feared union demands would be impossible to meet.[9/] The Los Angeles Federation of Labor, AFL-CIO, issued a "Statement of Position on Community Involvement in Vocational Education," which may be typical of the attitudes of most union officials and members toward work education programs. Such programs, the statement reads, should have advisory committees which include labor representation. Unions should be consulted on the initiation of new programs and be assured that regular workers will not be displaced. In addition to receiving school credit and the minimum wage, students who participate in work education programs should be extended the benefits of social security and unemployment insurance. Finally, "there should be periodic reviews and reports by school personnel of places of employment and conditions of labor. Such reports should be given to each member of program advisory committees." Although the Los Angeles statement appears eminently reasonable, it could be viewed as a threat by both school officials and employers.[10/]

The AFL-CIO has been cool to proposed career education programs, and does not promote local union participation in industry-education councils. Unions do not view "youth unemployment" apart from total unemployment, and are therefore wary of programs to cure unemployment for any segment of the population which do not attack the basic economic causes of unemployment.

Nevertheless, while unions remain involved in their traditional basic functions, they are today expanding these functions to participation in broad social movements. The AFL-CIO's program for the 1970s includes efforts to resolve ghetto and innercity problems, and aid to the rural poor and others bypassed by society. This emphasis on social aims is in response to the broader interests and social consciousness of new members coming into the unions -- government workers (especially teachers) and blacks. One important factor which may have an effect on education-union relations is that there are presently 4,000 school districts throughout the United States which have collective bargaining arrangements with teachers' unions.

Despite the cool reception given career education by the national office of the AFL-CIO, the United Automobile Workers (UAW) and the United Rubber, Plastic and Linoleum Workers of America have issued statements supporting career education, and there has been a good deal of local union participation in career education programs in New York State, Springfield, Massachusetts and Peoria, Illinois. One of the most interesting of the many union-education cooperative programs is the UAW's assignment of 27 retired skilled craftsmen as advisors in the vocational education departments of 19 inner-city Detroit schools. The advisors attempt to acquaint and motivate students concerning the opportunities and advantages of becoming skilled craftsmen, and assist youth in preparing to take apprenticeship examinations.

Summary: Unions have been participating in educational programs throughout the history of the American labor movement, and it can be expected that their participation will increase in the future. However, care must be taken that the goals of proposed programs are not inimical to union interests. If, for example, proposed community-work education programs are billed as panaceas for youth unemployment, or if they include among their objectives programs which unions consider contrary to the interests of American workers (such as the modification of labor standards legislation), little cooperation (or collaboration) can be expected from the labor movement.

National Citizens Groups

Since the 1960s, a number of national organizations have been formed to enlist the various facets of our national life, on a voluntary basis, to help in developing human resources. Among them are The Urban Coalition, The National Committee for the Support of Public Schools, and the Joint Committee on Economic Education (which was founded in 1949). Although the overall objectives of these organizations are broad, programs in support of public education are one of their major goals.

Urban Coalition: In the field of education, the Urban Coalition, which is made up of political, social, religious and industrial leaders, has sponsored programs in three large cities -- New York, Philadelphia and Los Angeles. The three local Coalitions are involved primarily in the development of industry-school cooperative programs in the inner-city areas.

National Committee for the Support of Public Schools: Founded in 1962, the National Committee is composed of leaders in business, labor, agriculture and the professions, and is financed entirely by volunteer tax-deductible contributions from individuals, industries, and foundations. Its primary purpose is to provide facts and insights regarding public education so that its members, reflecting all shades of opinion, can intelligently work out solutions to meet the needs of their own schools.

Joint Committee on Economic Education: The Joint Council on Economic Education was organized in 1949 with the support of the Committee for Economic Development and from the Ford Foundation's Fund for Adult Education. The entire program of the Council is to: "reduce economic illiteracy by improving the quality of economics taught in our schools and colleges -- by trained teachers using effective teaching materials." There are over 50 affiliated councils in 46 states which work with local school systems and colleges to develop programs founded on local needs.

These are only a few of the national groups which are engaged in the support of public education; countless others exist at the state and local levels.

Summary

This brief review of industry/labor/citizen group interaction with the public school system indicates that the schools are receiving considerable support from other private and public institutions. Unfortunately, no comprehensive evaluation of such support has ever been made. As a result, the question as to its usefulness is generally determined by the biases of observers. Industry criticizes the schools for not making use of business-generated materials; the schools criticise industry for grinding its own axe; and labor criticises both education and industry for reasons of its own. Yet, all three sectors -- plus citizens' groups -- join in cooperative and collaborative efforts in most of the nation's school districts.

Perhaps these efforts are not all that they should be, but by any stretch of the imaginationit cannot be said that complete isolation exists between them.

Committees and Councils

It is impossible to estimate the total number of committees and councils either sponsored by public schools or appointed by other groups (including self-appointed citizens' committees) to advise or pressure the schools on various matters in existence today, but the number must be more than 100,000. It is estimated that there are over 20,000 formally organized vocational education advisory committees alone, and this figure does not include advisory committees to individual vocational education and/or work education classes.[11/] Indeed, it would be interesting to know the amount of time educators spend meeting and working with advisory committees and councils. The number of committees and councils has increased dramatically since the 1960s, because most federal legislation passed during that turbulent period mandated the establishment of advisory committees or councils, and because of pressure from local groups for increased participation in the formation of local school district policies and decisions.

It would be impossible in this paper to review the activities of all committees and councils which are active in school matters today; thus, the decision was made to concentrate on three types of advisory groups: (1) Vocational Education Advisory Committees; (2) Industry-Education Councils; and (3) Federally mandated manpower advisory councils. These types of committees are most closely associated with the transition of students from school to work and the movement of adults from work and other adult roles back into school.

Vocational Education Advisory Committees

Vocational education advisory committees are of three types: (1) General; (2) Departmental; and (3) Specific Occupation. Most school districts throughout the United States have one or more of these types of committees. Their membership consists of employers, labor unions, community and governmental organizations, representatives of various segments of the general public, and, of course, vocational educators. Although their functions are quite similar to those suggested for the proposed community-work education councils, the process through which advisory committees operate is definitely not "collaborative." An American Vocational Education Association (AVA) booklet on advisory committees, before describing the functions of advisory committees, states what their purpose is not:

> "The functions of the local advisory committee can best be established by stating first what the group is not to do. The numerous provinces which invite participation outweigh the areas closed to committee operation and prevent this approach from being negative....The duties of advisory committees should extend beyond giving advice, but the members have neither legislative nor administrative authority...... Formation of these committees is not intended to usurp the perogatives of boards of education or of administrative staffs, but occasionally such fears are articulated. Because the approval and support of the board members and staff are vital, they must be assured that, while the danger is present and some advisory committees have tried to move in that direction, the barriers will be firmly placed."[12]

Once having made this distinction, the AVA goes on to explain the functions of advisory committees as follows:[13]

1. Occupational Surveys: "Advisory committees should advise the school administration on the types of offerings required to satisfy the prepatory as well as the retraining and upgrading needs of the individuals of the community." To do this properly, advisory committees should either conduct occupational surveys, or see to it that they are conducted.
2. Verification of Course Content: Advisory committees should establish practices "which will keep instruction practical and functional."
3. Support for Proposed Legislation: Advisory committees should "support educators in the important area of legislation and appropriations."

One vocational educator cites the following functions as ways in which advisory committees can help the educator:

1. Make community surveys;
2. Determine and verify need for training;
3. Provide tangible evidence that industry is supporting the program;
4. Review past accomplishments and forecast trends affecting training and employment;
5. Evaluate the programs;
6. Provide financial, legislative and moral support;
7. Interpret the program to the community, to unions, to employers;
8. Plan facilities and establish standards for shop and lab training;

9. Secure donations of equipment and supplies;
10. Identify new technical developments which require changes in the curriculum;
11. Encourage teaching recruits;
12. Provide guidance and support in technical matters;
13. Determine qualifications needed for selecting instructors;
14. Counsel and guide students in relation to the world of work;
15. Find placement opportunities for students;
16. Determine criteria for evaluating student performance; and
17. Develop cooperative work experience programs for students.[14/]

If many of the above listed functions appear to be the same as those proposed for community-work education councils, it is because they are the same. The question, of course, is how well have these functions been carried out by advisory committees. No evaluation has been devoted exclusively to the performance of vocational advisory committees at the local level. However, many assessments of vocational education programs in general have commented on the contributions of advisory committees. The consensus appears to be that the closer advisory committees are attached to specific classes, or occupational areas, the more effective they are apt to be.

Specific Occupation or Class Advisory Committees: In all the discussion about the transition of students from school to work, the role of the instructor or coordinator at the "firing line" level is all too often ignored. Most students, especially vocational education students, receive the vast majority of their counseling from instructors, who in turn, are required in most states to have had practical experience in the trades they teach in order to be qualified as vocational education instructors. Instructors also play a major role in the placement of students, and in following up on students after placement. Specific occupation or class advisory committees are invaluable to instructors in carrying out these functions. The advantages of these types of committees are that their purposes are clearly delineated:

1. To advise on curricula and equipment for specific occupational areas or classes;
2. To provide equipment where it is needed;
3. To advise on job opportunities in the occupational area;
4. To provide work stations for cooperative and other work education students; and
5. To provide full-time jobs for graduates.

Asked to name the characteristics of active and involved advisory committees, the coordinators of 30 cooperative education programs in urban areas replied that such committees, composed of high level business or industrial representatives, should meet often and perform at least two major functions: (1) employer relations and job development; and (2) curriculum development and revision. Members of such ideal committees would visit classrooms, provide advice on how training could be improved, talk with students individually, and make presentations to classes as a whole.[15/]

Departmental Advisory Committees: These committees serve each occupational area (or cluster) of a vocational education program in a school district or school. Their value depends on the extent to which demands are made on the committees by school districts or schools. The coordinators mentioned above rated 15 out of 30 of their departmental advisory committees in some way useful; the remainder were of little use (at least to school coordinators).[16/] According to the coordinators interviewed, the value of a good departmental advisory committee is that it either performs functions that coordinators otherwise would have to perform, or that it helps coordinators in performing key functions. For example, in Houston, departmental advisory committees draft lists of employers, by occupational area, that have expressed an interest in participating in secondary cooperative education programs. These lists are distributed to coordinators for job development purposes. The New York City Cooperative Education Commission meets six times a year to deal with program promotion, the development of new work stations, and problems that arise in the area of city-wide employer and labor relations. A committee for a Boston fashion merchandising program, composed of 27 representatives of department stores in Washington, D.C., New York City and Boston, not only lends status to the program, but also assures the development of adequate work stations, placement for graduates, and provides advise in maintaining up-to-date curricula.

What little evidence exists, however, indicates that the performance of departmental advisory committees is uneven throughout the country.

General Advisory Committees: General advisory committees assist in the development and maintenance of the entire vocational education program of a school or school district. General committees are the farthest removed from the "firing line," and their purposes or functions are the least clearly delineated. It would be expected that the major responsibility for the generation of local labor market information -- across the broad occupational spectrum -- would be vested in general advisory committees. However, there is little evidence that such committees engage in this function, or if they do, the results do not reach local education agency personnel responsible for planning, or school counselors and instructors. The major purposes of general advisory committees appear to be of a public relations nature. The prestige of their memberships lend validity to the overall programs, they assist the schools in legislative and appropriations matters, and sponsor events which focus public attention on vocational education programs.

Limitations of Advisory Committees: One of the major limitations of vocational education advisory committees, especially of "general" variety is that the membership is not often chosen according to the expertise needed to carry out committee functions. What appears to be happening in many cases is a "prestige exchange." Businessmen, labor representatives and members of other segments of the community consider service on advisory committees something of a status symbol, and educators, by appointing prestigous members of the community to advisory committees, gain public acceptance for their vocational education programs. The result is that committees are often made up of individuals who agree with each other and who do not expect to devote much time to committee matters other than the time they spend at meetings. Even more important, the more complicated functions of advisory committees, such as the generation of local labor market information through occupational surveys, are often ignored. However, these are limitations which apply to all kinds of voluntary activities, including those of industry-education councils and the proposed community-work education councils.

Industry-Education Councils

The term "industry-education councils" is used here to denote a number of variously named councils, committees, workshops, partnerships, etc., that have come into being over the years, not necessarily through the initiative of educators, and that are concerned with the total educational program, rather than any particular type of education, such as "vocational education." Although in their earliest days, some of these organizations were formed to improve educational programs in specific fields (such as science and engineering after the Sputnik scare), most are now embracing the "career education" concept. The prime movers of the industry-education movement have been industrialists and their associations, such as the N.A.M. Labor participation has not been extensive, and participation by educators has been characterized by caution and, at times, outright reluctance. Although participation by individuals as parents, rather than as representatives of institutions, has been non-existent in most industry-education type organizations, because the impetus for the establishment of industry-education councils has occurred for the most part outside the school system, they have been afforded the attributes of "citizens' movements."

There are two national associations of industry-education councils, one of which dates back to 1964: The National Association of Industry Education Council (NAIEC), and the Industry Education Councils of America (IECA).

The NAIEC was established in 1964, although its beginnings date back to the 1940s when it was known as the Business-Industry Section of the National Science Teacher Association. Its purposes are as follows:

1. To provide a national organization for representatives of business, industry, education, government and labor to promote increased levels of cooperation;
2. To identify areas of mutual interest and to formulate programs and procedures which meet acceptable standards; and
3. To communicate with any group concerned with education about cooperative programs and projects.

The NAIEC has approximately 250-300 members composed of educators, individual firms and national trade associations. Recently, the organization merged with the National Community Workshop Association, an organization made up primarily of educators. Previous to the merger, the NAIEC's membership was primarily from the business and industry sectors; it is now composed of equal representation from the education and business-industry sectors.

The IECA is a relatively new organization of California and Arizona industry-education councils. Its purposes are as follows:

1. Establish a clearinghouse to stimulate a better understanding of interrelationship of schools and industry;
2. Encourage the formation of statewide or regional groups to develop programs at the local level;
3. Develop leadership at the state or regional levels for the implementation of programs and activities at the community level;
4. Interchange information concerning ongoing programs and to develop methods for their implementation at the state or regional level;
5. Hold regional meetings, seminars and the like for interchange

of information for the benefit of all concerned; and

6. Encourage long-range planning to carry out the above mentioned objectives.

There are approximately 40 industry-education councils presently in operation (mainly in New York and California); the number of similar mechanisms (variously named) is unknown. In preparation for the writing of this paper, representatives of both the NAIEC and IECA, the directors of seven industry-education councils, and six similar mechanisms were interviewed. The purposes of the interviews were to determine the history of individual councils, their memberships, paid staffs, financing, activities, problems, views regarding "collaboration" versus "cooperation," and the possible effects of federal intervention in what has been primarily a local initiative.

History: Of the 13 councils whose directors were interviewed, seven were initiated primarily by industry, five by education, and one by a public group. The reasons for the establishment of the councils, although varied, were primarily concerned with the transition of students from school to work (although one was formed solely to provide supplementary education for employed adults). One had its beginnings in the post-Sputnik scare, one in the student unrest of the sixties, four in response to the career education concept, and two in the concept of using community resources in educational programs. Others were inspired by testimony at a statewide hearing on public education, the need felt by some industrialists in one community to promote the teaching of free enterprise economics in the public schools, the result of a labor market survey (by the Chamber of Commerce) which showed a need for better business linkages with the public schools, and the need for teacher training in some communities.

Council Memberships: Two of the councils had no formalized structure; five limited membership to business and industrial representatives; three were composed of business and education representatives; two included labor representatives in addition to business and education members and one included community agency members in addition to business, labor and education; and one was made up of political office holders as well as business and labor representatives.

Paid Staffs: All but three had paid staffs. The average number of staff members was three, but one had seven full-time staff members, and one had a staff of 13 full-time and 10 part-time employees.

Financing: Five of the councils were financed by state and local education agencies, but in three of these instances, industry provided in-kind contributions. Industry provided all of the funding for five of the councils, but in one instance, local education agencies provided in-kind contributions. One council was funded jointly by industry and education, and one was the recipient of a federal grant. In two of the councils funded solely by education agencies, one also received a federal grant and one was the recipient of contributions from the general public.

Activities:

Among the activities of the councils were the following:

1. Sponsorship of Job Fairs and other "events" (e.g., career days, testimonial dinners, teacher and student award ceremonies, etc.)
2. Sponsorship of conferences on legislation
3. Sponsorship of NAB-model Career Guidance Institute (two councils)

4. Development of economic education programs (two councils)
5. Development of community resources for use by schools (two councils)
6. Development of career education programs for students and the promotion of resources for use in career education programs (five counsels)
7. Development of teacher training programs (three councils)
8. Program to provide supplementary education for adult workers (non-high school graduates) on job-sites
9. Promotion of Community resource workshops
10. The generation of local labor market information (two councils)
11. Miscellaneous provision of services to schools on request

Problems: Only four of the respondents identified problems of any substantive nature. One said that it was impossible to arrive at a consensus as to what the objectives of the council should be (this council had 60 members from business, labor and education). As a result, council activities were carried out on an *ad hoc* basis. Suspicion by educators was cited as a problem by one respondent. "They think we're out to indoctrinate pupils in the free enterprise system," he said, "but we're dealing with that. They're beginning to come around." One council suffered a loss of funding for political reasons, the nature of which the director was unwilling to disclose. One respondent mentioned three problems: (1) the education members turn out in force for meetings, whereas attendance by industry members is sparse; (2) teachers in some school districts appear to be hostile to industry contributions; and (3) because of a battle at the state level between vocational and career education divisions, it is difficult to gain the cooperation of vocational education personnel (this counsel was primarily career education oriented).

Most respondents, however, said that they were "problem-free," which may be an indication that no substantive attempts had been made to achieve a collaborative relationship with the schools (see below).

Collaboration Vs. Cooperation: Respondents were asked whether they were familiar with The Boundless Resource and proposals for the establishment of community-work education councils that would involve collaboration between education and other community institutions. Seven respondents were acquainted with the book and the proposal, and four were hopeful of receiving pilot project grants. One of the respondents, quoted in Section I of this paper, was outspoken in his skepticism of the idea (yet he was one of the respondents hoping to receive a pilot project grant). The remainder, though less outspoken, were nevertheless cautious in response to the question of collaboration. "Educators are already suspicious of us," one respondent said, "we've got to prove our motives are pure." Another said that in order for true collaboration to take place, there would have to be a "third force," or "demands on the part of the general public" for changes in educational responsibility.

Effects of Federal Intervention: Since several of the councils were already receiving federal grants, and other hoped to be federal grant recipients, it is not surprising that all but one of the council directors saw no conflict in federal financing of "grass roots" programs. One director, however, was adamantly opposed to federal financing of industry-education councils. "Federal funds would be a crutch and crutches are only for cripples " He believed that the whole idea of community efforts to improve local education programs would be compromised by federal funding. This respondent constituted a minority of one, and his council was made up solely of industry representatives. Most of the remaining respondents believed that federal recognition (through grants) would lend prestige to the programs and would lead to additional funding possibilities.

Summary

Industry-education councils are a relatively new phenomenon on the educational scene (although some have been in existence for a number of years), and represent a desire and willingness on the part of non-educational institutions (primarily industry) to contribute expertise and resources to the education of American students. There is no indication at this time, however, of collaborative relationships between councils and schools -- in the sense of sharing policy and operational decisions for educational programs -- and there is even less indication that there is a groundswell of "public interest" -- or the interest of individuals in their private, non-institutional capacities as parents and citizens -- in the work of the councils. The councils represent primarily a response to the career education concept on the part of industry and, to a lesser extent, labor unions and other institutions and agencies. Their activities are directed toward the total educational program, rather than toward specific segments of it (such as academic or vocational education), but the activities themselves are not much different than those performed by vocational education and other educational advisory committees presently in operation.

Manpower Advisory Committees

Ever since the passage of the Manpower Development and Training Act (MDTA) of 1962, educators, employers, union members and representatives of other community institutions and agencies have participated in manpower advisory and/or planning committees. Several of these committees, such as Cooperative Area Manpower Planning System (CAMPS) committees and today's Comprehensive Employment and Training Act (CETA) state and local committees have attempted to coordinate community manpower resources for both youth and adults, and bring about increased cooperation, if not collaboration, between private and public sector institutions. It would be an understatement to say that these federally mandated structures were not altogether successful, and that one of the major reasons for their failure was institutional polarization. For example:

-- In the early days of MDTA, labor was often pitted against the Employment Service and local education jurisdictions in the generation of proposals for institutional and on-the-job training programs.

-- Shortcomings of the CAMPS system, which was under the overall jurisdiction of the U.S. Department of Labor (through the Employment Service), were due primarily to the unwillingness of other agencies (federal, state and local) to be bound by a system dominated by the Employment Service (or Labor Department).

-- Concentrated Employment Programs (CEP), which attempted to accomplish in ghetto areas what CETA is now attempting to do in larger jurisdictions, were often hampered because employers, unions and other agencies were reluctant to work with Community Action Agencies, the prime sponsors of local CEPS.

It is interesting to note, however, that following the riots of the 1960s, local MDTA adivsory committees lost a considerable amount of their power and in many cases went out of business altogether. The result was that MDTA institutional and OJT programs underwent an expansion, and unions began to institute pre-apprenticeship programs, using MDTA money. What happened? It seems that public pressure, or the demands of individuals acting as citizens, interceded in what had been primarily an under-publicized battle between institutions. Something had to give in the case of the MDTA program it was labor opposition. The point is that unless the consciousness of the public is raised, or unless the public is concerned about specific problems which are being aggravated by institutional polarization, there is very little pressure on institutions to change their positions, or to compromise in order to effect potential solutions to the problems.

All this, of course, is past history; the best that can be done is to understand its lessons. For present purposes, however, it might be well to take a look at the current mechanism designed to achieve cooperation and coordination of manpower programs at the local level -- CETA.

CETA

The Comprehensive Manpower and Training Act mandated that two types of advisory bodies be established: (1) State Manpower Services Councils; and (2) Prime Sponsor CETA Planning or Advisory Councils. According to a 1975 evaluation of coordinated linkages among manpower programs, neither of these advisory bodies have had an impact in coordinating manpower programs at either the state or local levels.[17] State Manpower Services Councils have been concerned primarily with grants to the states mandated by CETA, and local advisory committees or councils have apparently been established merely to meet CETA requirements. The relationship of the local committees to the program planning and decision making process is often obscure and poorly defined.

The evaluation upon which the above remarks were based, however, was conducted in 1975. As CETA was passed in 1973, many of the programs reviewed had been in existence for only a short period of time. A new study, which will not be completed until January, 1977 (and in which the author of this paper is participating), indicates that in some areas significant contributions are being made by State Manpower Services Councils. Perhaps the most important is in the area of local labor market information. For example, in California and Georgia, contracts have been entered into between state CETA offices and State Employment Security Departments to provide local labor market information for CETA prime sponsors. In California, the research and statistics division of the Employment Development Department (Employment Service) sponsored a conference for all local prime sponsors to determine their needs with regard to local labor market information. Regular reports and projections will be supplied to prime sponsors on a monthly basis.

This is an encouraging development. The provision of local labor market information has never been considered a high priority by the U.S. Department of Labor, or its Bureau of Labor Statistics. A 1972 evaluation of the effectiveness of MDTA in meeting employers's needs in skill shortage occupations noted: "A major finding and conclusion of this report is that no system exists for defining or identifying skills shortage occupations at the local level, despite the introduction of computerized data gathering systems, the existence of a national industrial matrix, the methodologies for forecasting national occupational needs, applicant information (including unemployment insurance transactions), and other valid sources of information. No system exists for synthesizing and storing occupational information emanating from many sources. For the most part, the research and statistics staffs of Employment Security agencies are operating as field staffs to generate aggregate data that are used in identifying national or state trends; they are not providing staff services to the operating arms of the Employment Service. As a result, planning is left to those least capable of understanding complicated information gathering systems and methodologies for identifying demand or skills shortage occupations, or for making occupational forecasts."[18/]

The same report also pointed out that the presence of employers on advisory committees and councils does not assure the generation of local labor market information. Based on interviews with more than 300 employers in 14 cities, it was concluded that most employers do not make occupational projections and have little knowledge of community labor market needs, as differentiated from the needs of their individual firms. "Everyone seems to agree," the report noted, "that employers should participate in the planning process for all manpower programs, but if individual employers do not use forecasts and do not have much knowledge of employer manpower requirements other than their own, the question as to how they should be used is very pertinent indeed. Certainly, the addition of two or three employers to an advisory committee is not going to be of much help to planners in identifying training occupations, other than those that the employers know about in their own firms."[19]

The fact is that the provision of labor market information to local communities could be accomplished in a very short period of time if trained state, regional and local Employment Service research and statistics staff were given the assignment. It is doubtful that this will occur as long as such personnel are considered field staff for the Bureau of Labor Statistics. It *is* encouraging, however, that the use of state CETA funds (not local prime sponsor funds) are being used, in some states at least, to finance the generation -- by professionals -- of much needed local labor market information.

The "New Means"

The "New Means" suggested in *The Boundless Resource* would be a tri-partite council, consisting of representatives of education, the work sector, and the "community" (presumably parents, students and civic leaders). The councils would be called community-work education councils, and one of their first tasks would be to provide for "an independent, toughminded process for critical *evaluation*, to be initiated when the project is started and carried on through to cover every element of failure as well as success."[20]

Relying essentially on community initiative, council functions would include "both the rendering of services directly to youth and the 'brokering' of functions of established institutions -- particularly schools, employing enterprises, labor unions, employment agencies, and families."[21] Council agenda would include:

1. Counseling -- Advice to Students

2. The Development of Local Occupational Information
3. The Development of a School Placement Service and Follow-Up System
4. Advancement of Career Education and Education-Experience Programs
5. Promotion of Educational Interchanges (or new methods of alternating education and experience)

The one, distinctive characteristic of the proposed community-work education councils is that they would be initiated by "communities as a whole," rather than by institutional segments of the community. Their first task would be to provide for evaluations of what presently exists; presumably, their future agenda would be based on the results of these evaluations.

There is no doubt that there is a need for an assessment of present mechanisms designed to facilitate the transition between school and work. In fact, such an assessment should be conducted before a new institution is imposed on those already existing in the nation's communities. The activities suggested for the proposed community-work education councils are already being performed by a variety of committees and councils, but reliable information on how well existing mechanisms are working is woefully lacking. Arguments to the effect that high youth unemployment rates, or the existence of special jobs for youth, are an indication of how poorly youth are being prepared for work, beg the question. High unemployment rates (for youth, older workers, or individuals in their prime working years) are a reflection of economic conditions, and the existence of special jobs for youth may be more of an indication of the existence of a transitional process rather than the abscence of one. What is needed is evidence that "poor preparation" (which is directly attributable to school deficiencies) is a significant factor in limiting the career horizons of youth, or barring their entry into the work force.

If it could be proved that this is the case, it would be much easier to martial local support for community-work education councils.

III

CRUCIAL ISSUES

In Section I of this paper, seven issues relating to ideas and assumptions underlying the proposed establishment of community-work education councils were identified. They were as follows:

1. Are the causes of youth unemployment economic in nature, and if so, how can manipulation of the educational system result in a lower youth unemployment rate?
2. Is the reason why more adults do not seek educational renewal caused by isolation between education and the work sector, or is there a lack of demand on the part of adults for reenrollment in education and retraining programs?
3. Can "collaboration" as opposed to "cooperation" between education and other institutions at the community level take place under existing conditions, or would there have to be a groundswell of public demand for the sharing of educational responsibilities?
4. Should not the term "community" be more clearly defined if the proposed councils are to initiate activities in such areas as the generation of local labor market information and placement?
5. From the federal point of view, wouldn't there have to be joint funding of councils in order that no one segment of the community would exert undue influence on council policy and decisions?

6. Is there sufficient concern on the part of the general public, employers, parents and students regarding the transition from school to work (and work to school) to promote genuine interest in the establishment of community-work education councils?
7. Who or what agency or group would be responsible for establishing councils, who would be selected for membership, and what would be the basis for selection -- public relations (or advocacy), expertise, or both?

The above can be subsumed into four major issues: (1) Community Interest; (2) the Question of Isolation; (3) the Question of Poor Preparation; and (4) the Federal Role. Each are discussed below.

Community Interest

The proposal for the establishment of community-work education councils is based on the assumption that the general public is deeply concerned with the question of education-work policies -- that individuals in their private capacities as parents and citizens are demanding a new approach to the transition between school and work and/or between work and other adult roles and school. While it is true that there is a great deal of concern about the quality of the educational system in general, there is little evidence to indicate that this specific issue is of priority concern to parents, students, civic leaders and others who represent the public interest. Few blame the educational system for high unemployment rates, and few unemployed youths blame their inability to obtain entry-level positions on deficiencies in the educational system. In other words, either rightly or wrongly, people are not conscious of the problem. If this is indeed the case, the outlook for establishing tri-partite councils, primarily on the initiative of communities acting as whole, are not bright. The evidence seems to indicate that the major impetus for the formation of industry-education councils has come from the business sector -- not from the general public.

The Question of Isolation

The charge that education and the work sector are totally isolated from one another is an exaggeration. Two out of three members of local school boards are representatives of management, and a significant number are members of labor unions. Well over 100,000 businessmen and labor representatives serve on advisory committees to schools and school districts, and the contributions of industry to education amount to well over $200 million a year. The number of advisory committees to vocational education alone is in excess of 20,000, and industry (and to a lesser extent labor) officials are enthusiastically supporting the development of career education programs. It may be that communication between education and the work sector could be improved, but it is not accurate to state that they operate in total isolation. The crucial question is whether it is advisable to superimpose another council over the maze of committees and councils that already exist, or to seek improvement in the operation of presently existing mechanisms.

The Question of Poor Preparation

The charge that students are not well prepared to make the transition from school to work is not often supported with facts. Most of the arguments in support of this allegation -- high youth unemployment rates, the existence of special jobs for youth, restrictive labor standards legislation -- are unrelated to the educational process.

or to the interaction between education and the work sector. What is needed is evidence that student inability to obtain jobs is directly related to deficiencies in school or school-work programs. Perhaps, before a new institution is formed, an assessment should be made of presently existing school-work linkages at the community level. The results of such an assessment would provide objective information regarding the strengths and deficiencies of existing systems, and the basis for possible future action.

The Federal Role

The objective of the pilot project is to encourage the formation of community work-education councils without at the same time creating the impression that the project is, in Paul Barton's words, "just another avenue for obtaining federal support." Furthermore, since the councils will not necessarily have objectives, in the traditional sense of that term, but will "discover purpose in the course of experiencing activity,"[22/] federal evaluation efforts will be difficult. Finally, since it is hoped that the councils will be community initiatied (with only a small nudge from the federal government), there doesn't appear to be a federal role over and above the initial funding of the project and consortium. About all interested federal officials can do is sit back and wait for a year or two before going in to see whether any of the possible "results," hypothesized by Barton, have actually happened.

Notes

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6. *Ibid*., p. 8.
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13. Paul E. Barton, "Community Councils for the Transitions between Education and Work," (A paper written for the National Institute of Education) p. 11.
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7. Willard Wirtz, The Boundless Resources: A Projection for an Education-Work Policy (Washington, D.C: The New Republic Book Co., 1975) p. 75.
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3. G. J. Finley, "Business and Education: A Fragile Partnership," The Conference Board (Report No. 586) 1973, pp. 5-6.

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